

**WEST SAN CARLOS STREET
BASCOM AVENUE**

**ECONOMIC
DEVELOPMENT
STRATEGY**

**CITY OF SAN JOSE
REDEVELOPMENT
AGENCY**

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CHAPTER 1. DEFINING THE CHALLENGE

1.1 Knowing the Place

The commercial district encompassing West San Carlos Street from Bird Avenue to Interstate 880 and Bascom Avenue from West San Carlos Street to Interstate 280 is the product of many years of economic evolution, changing its function over time in response to both local market dynamics and larger regional development trends and travel patterns. The district's oldest section, at its eastern end, dates back to the original Mission Santa Clara. It was the Mission that first introduced fruit trees to the area, which then became its economic mainstay through the later part of the 19th and into the 20th century. Orchards spawned several major canneries and the canneries required workers who then became the residents of the area. The corridor's industrial activities were established at its eastern edge, where the predecessor to the Del Monte cannery was located. And, at its western end, in what is now known as the Burbank District, was the area's residential neighborhood, with a small commercial district. Up through the 1930's, these two ends of the corridor were linked together with streetcars.

Following World War II West San Carlos Street itself transitioned from a local street where people moved from the residential neighborhoods at the western edge to the employment centers at the eastern end, to more of a regional corridor with cars, rather than streetcars, moving people over greater distances. The Santa Clara Valley's rapid growth and increasing population were also the impetus for considerable development along West San Carlos during the post-war period. New stores were added that catered to the "car culture." New signs were built, and the street took on a more modern character, leaving behind its older Victorian roots. The distinct differences between the corridor's east and west ends began to blur as a result of this new development, which filled in much of the corridor's middle sections with newer stores and shopping centers, like the Sears building that occupied what is now the neighborhood Safeway shopping center. Slowly the old Burbank business district lost its character as a small neighborhood "downtown" and the storefronts began to fill in with a wide range of stores that catered more to the regional market place. The motorcycle and automotive dealerships opened here, and eventually the antique dealers who give the western part of the corridor much of its retail character today.

Today, West San Carlos Street is a unique and diverse commercial corridor. Since many West San Carlos Street businesses offer a very specialized product selection, they vary greatly in terms of the trade area they serve and the demographics of their clientele. Several long-standing businesses have filled a unique niche within San Jose, attaining local institution status after decades of serving the public. Lou's Village, O.C. McDonald, and the Falafel's Drive-In are just a couple of the businesses whose loyal clientele has driven from across town and beyond for their unique product over the decades. These one-of-a-kind destination businesses are complemented by a variety of local-serving stores that meet many of the daily needs of the surrounding neighborhoods. West San Carlos Street is a place whose uniqueness has prevailed in an era when national chains increasingly predominate and smaller businesses find it difficult to compete.

While the commercial district along West San Carlos Street has managed to remain viable over the decades of change, it now has a chaotic visual appearance and is in need of a new round of reinvestment and modernization. There are many underutilized parcels and although actual store vacancies are low, property owners often find it difficult to find new tenants for such spaces. In addition, residents in the adjacent residential neighborhoods would like West San Carlos to become more like other neighborhood commercial districts like the Burbank district once was.

1.2 The Challenge

The challenge for this Economic Development Strategy is to find a way to retain some part of West San Carlos Street's historic character and regional function, while making the district more visually cohesive and responsive to the increasing desire for local- serving retail activities mixed in with the more regionally oriented outlets. This plan uses two major concepts to create the structure for presenting the many objectives, strategies and actions that will eventually facilitate an increased level of reinvestment and economic revitalization.

1.2.1 SUBAREAS

First, the Strategy Plan divides the Plan Area into three subareas. These areas were delineated based on the historic land use patterns that have given each area its physical form and character. At the area's east end is the 'Del Monte subarea,' characterized by large industrial buildings and parcels. The middle section, or 'Mid-Corridor subarea,' has a primarily strip center development pattern on the north side and shallow car lots on the south side, reflecting its mid-century vintage. The western end, or 'Burbank subarea,' has smaller old street-front buildings that serve as a reminder that it was once a downtown. These subareas are shown in Chapter 2, in **Figure 2-5**.

1.2.2 NODES

Second, the plan seeks to create specific nodes or places that can include both housing and retail uses that have a more local-serving/neighborhood character. These nodes have been identified only in locations where there are sufficient under-utilized parcels to support a significant increment of new residential development, because it is this residential development that will foster the retail activities. Between these nodes, the Street's existing linear pattern with more regionally oriented uses is expected to continue. This pattern of local nodes and regional links can then be augmented with streetscape improvements, better signage and façade programs, and all of the other actions presented in this plan to create the visual cohesion and renewed economic vitality that will benefit both residents and other people who frequent West San Carlos Street to obtain everything from piñatas to motorcycles and antiques to fine metal gates.

1.3 Summary of the Planning Process

1.3.1 PLANNING PROCESS

This Strategy Plan was developed over an eight-month process which began in September, 2002. To guide development of the Plan, the City Council office selected eleven members to serve on a Community Advisory Committee (CAC). The CAC represented the West San Carlos Neighborhood Business Association and the greater business community, the Burbank/Del Monte Strong Neighborhood Initiative Neighborhood Advisory Committee (NAC) and other neighborhood associations, and major property owners.

The centerpiece of the CAC and public outreach process was a series of “storefront workshops.” The workshops were intended to provide a continuous, intensive process to explore and refine economic and marketing concepts and design recommendations. Each workshop lasted three days, and was held at a vacant storefront along West San Carlos Street. During each workshop, the Consultant Team and staff from various city departments worked through design and planning issues. The public and CAC were invited to informal Wednesday evening “pin-ups” of work in progress as well as formal presentations on the Thursday evenings on the last day of each workshop.

Development of the Strategy Plan also involved the assistance of the Burbank / Del Monte SNI Neighborhood Advisory Committee (NAC) and a Technical Advisory Committee (TAC) composed of staff from the Redevelopment Agency, the City, the County, and other public agencies. Finally,

a series of stakeholder interviews provided the City and consultant team with a valuable understanding of different groups’ concerns and issues, and allowed for more in-depth discussion.



CAC and Business Association Goals for the Strategy Plan

During the workshop process, residents, business association members, and other community members raised many concerns and issues to be addressed by the Strategy Plan. These goals are discussed next.

Preserve and Enhance the Unique Character of the Street

- Conserve and preserve unique buildings and signs along the corridor without creating a “theme park” of architectural styles. Encourage new development to respect existing styles.
- Market and promote the unique clusters of businesses along the street, and support and strengthen their economic health.
- Address the differences in City and County standards for parcels along the corridor.

Provide more Accessibility Choices

- Provide better facilities for walking, bicycles, and driving. Provide safe & attractive transit stops.
- Evaluate the feasibility of trolley service in the short term, which would serve West San Carlos street and connect downtown to Santana Row & Valley Fair Mall.
- Support and encourage the less intrusive Bus Rapid Transit (BRT) service rather than Light Rail Transit (LRT) for the West San Carlos corridor in the long term.
- Take advantage of the current construction of the Vasona Light Rail Transit (LRT) line through the Del Monte site to build the proposed station near West San Carlos in the first phase of construction.

Provide Places for People

- Create a more comfortable street that will encourage strolling, with sidewalks, benches, and shade trees.
- Provide places for resting and relaxation, including plazas, small parks, open space connections and buffers.
- Improve the lighting along the entire corridor, perhaps with additional pedestrian-scaled and ‘antique’ streetlamps.
- Provide public restrooms.

Strengthen the Viability of the Commercial Businesses

- Encourage a diversity of neighborhood-serving stores along West San Carlos.
- Continue to provide businesses that serve tourists and conventioners and those that meet specific regional needs.
- Allow light industrial businesses to remain in the study area, as they provide valuable services.
- Improve signage for and access to the existing parking supply.

Allow Commercial Landowners to Intensify

- Recognize that the Del Monte area will be the receiving area for the greatest density in the Plan Area. New development in the Del Monte area should take advantage of the accessibility offered by the future Vasona light rail transit service, with higher, transit-supportive intensities.
- Encourage conversion of under-utilized sites to more productive uses.
- Create off-street shared parking reserves.
- Provide incentives for the creation of open space and ground-floor retail as part of new development, where economically feasible.
- Suggest phasing and priorities for improvements and major development projects.

Break up the Scale of the Corridor by Emphasizing “Nodes” and Segments

- Highlight and strengthen the varying character along the Corridor. Focus new development around several key nodes to enhance the difference of segments along this long corridor.
- Designate opportunity areas for new residential development projects, with appropriate density ranges for each area.
- Tie together the different segments along West San Carlos Street with a unified streetscape treatment.

Protect Neighborhoods from New Development Impacts

- Step down the scale of new development to provide a transition next to existing single-family residential areas.
- Minimize traffic and parking impacts from new development. Provide adequate parking for new uses, so that commercial parking does not intrude into adjacent neighborhoods.
- Continue policy of environmental review of new projects for potential impacts.
- Encourage cooperation between residents and businesses to work towards improving the economic health and physical appearance of the street.

1.3.2 PREVIOUS PLANNING EFFORTS

Strong Neighborhoods Initiative Process

The City of San Jose's Strong Neighborhoods Initiative (SNI) was launched in 2001 in many neighborhoods in the central City area. SNI's planning process brought together residents, businesses, and the City. Through SNI, community members were empowered to bring about positive improvements that work towards a vision for healthy, vibrant neighborhoods. As a result of the SNI planning process in the Burbank / Del Monte area, the community prepared a Neighborhood Improvement Plan which focuses on improvements to existing residential areas.

The Neighborhood Improvement Plan identified a "top ten" list of priority actions for the Burbank/Del Monte area. The three top priorities are: development of a Buena Vista tot lot and park at Scott Street / Clifton Avenue; designation of Scott Street and Auzerais Avenue as a primary pedestrian / bikeway route, with completion of related streetscape improvements; preparation of a feasibility study for a "freeway park" over Highway 280 between MacArthur and Menker Avenues. Also included on the top ten priority items was the goal of creating an Economic Development Strategy Plan (Strategy Plan) for West San Carlos Street corridor (this document).

The Strategy Plan was intended to focus on the commercial and industrial parcels fronting onto West San Carlos Street between Bird Avenue and Highway 880 as well as in the Del Monte Area at the eastern end. During the SNI process, residents of unincorporated land in the Burbank neighborhood withdrew from the process. Therefore, Bascom Avenue (the street as well as the adjacent businesses) was only intended to be discussed in secondary detail within the Strategy Plan. The Strategy Plan is intended to assist and improve existing businesses and define areas for new development. The Redevelopment Agency plans to use the recommendations from this Strategy Plan to determine short, medium, and long-term improvements to the West San Carlos area and allocate funding resources.

Midtown Specific Plan

The City of San Jose adopted the Midtown Specific Plan in 1992. The Plan is a guide for the transition of the Midtown area from its existing industrial character to a mix of residential, commercial, and public uses oriented around transit, as well as continued industrial and service commercial uses in some areas. The Plan includes principles, policies, design guidelines and land use designations to guide the transition of the Midtown area. The boundaries of the Midtown Specific Plan are shown in **Figure 1-1**.

The Midtown Plan encompasses a large area between downtown San Jose and the Shasta Hanchett and St. Leo's neighborhoods. Portions of the Specific Plan area overlap with the Del Monte subarea of this Strategy Plan, extending from Meridian Avenue east to Los Gatos Creek and from West San Carlos south to Auzerais Avenue. One such portion of the Specific Plan, the "Vasona Mixed-Use Subarea," addresses the area around the future Vasona Light Rail Transit (LRT) station, south of West San Carlos Street. The Specific Plan calls for this area to be a mixed-use, higher-intensity area.

Another portion of the Specific Plan, the "Lincoln-Auzerais Subarea," addresses the area surrounding the Vasona Mixed-Use Subarea, between Race Street and Los Gatos Creek on the south side of West San Carlos Street. In this subarea, retail and "people-oriented uses" are encouraged along West San Carlos Street in order to reinforce the character and uses of the street's existing Neighborhood Business District. However, high-intensity commercial and residential uses are discouraged in the Lincoln-Auzerais Subarea in order to maintain the viability of existing service-oriented and industrial businesses, which, at the time the Plan was prepared, included the Del Monte canning facility.

Recently, the Del Monte facility closed, resulting in a need to rethink the recommended land uses in the Lincoln-Auzerais Subarea and expand the goals of creating transit-serving, higher-intensity land uses to include this area. This approach supports one of the main goals of the Midtown Specific Plan, which is to create a new mixed-use community with higher-intensity uses oriented to transit, while also preserving some existing industrial and service commercial uses.

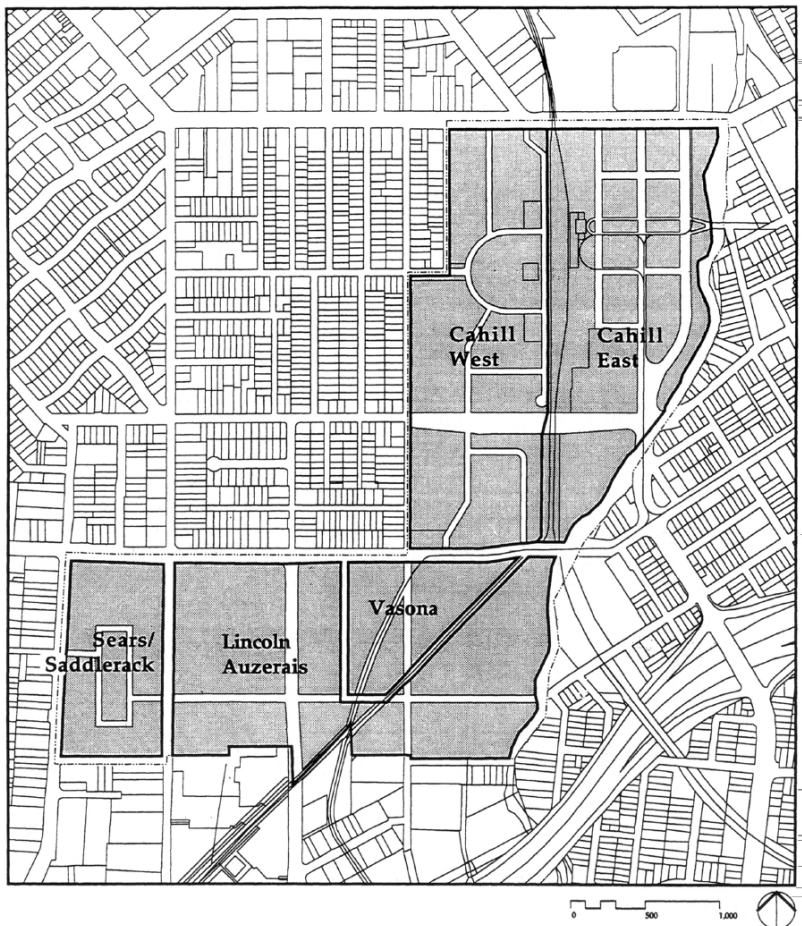


Figure 1-1. San Jose Midtown Specific Plan Development Subareas

1.4 Reading the Strategy Plan

The plan is organized by the five major objectives or themes in the areas of both physical design and economic development. These five objectives frame the strategies that will drive successful reinvestment in West San Carlos Street. The major Objectives are:

- **Establish visual coherence without requiring uniformity**
- **Support existing businesses within the corridor**
- **Attract new businesses of various types**
- **Stimulate investment and reinvestment**
- **Create neighborhood and people places**

Following Chapter 2, Background, Chapters 5 through 7 each correspond to a major Objective and give recommendations towards its accomplishment. Each 'Objective' chapter first makes corridor-wide recommendations, followed by subarea recommendations from east to west: Del Monte, Mid-Corridor and Burbank, then concludes with a summary list of recommended strategies. Chapter 8 shows the Implementation Matrix for the entire corridor, organized by Objective and Strategy.

CHAPTER 2. BACKGROUND

2.1 Context

2.1.1 PLAN AREA

The Strategy Plan area encompasses the parcels fronting onto an approximately 2.5 mile stretch of West San Carlos Street, as well as a portion of Bascom Avenue. The Plan Area extends along West San Carlos Street from Bird Avenue to I-880 and along Bascom Avenue from West San Carlos Street to I-280. It also includes a large area referred to as the Del Monte area, bounded by West San Carlos Street, Sunol Street, Park Avenue, DuPont Street, Bird Avenue, I-280 and Lincoln Avenue. Refer to the aerial photograph for the study area boundaries.

The West San Carlos corridor is strategically located between the busy sectors of downtown, the Westfield/Valley Fair Mall, and the new Santana Row mixed-use development. Major institutions nearby, south of I-280, are the San Jose City College and the Santa Clara Valley Medical Center.

2.1.2 HISTORY OF THE CORRIDOR

Before becoming a major commercial and residential corridor, the area surrounding West San Carlos Street and Bascom Avenue was primarily an agricultural area. Originally, the area traversed by Stevens Creek Blvd and West San Carlos Street between Saratoga and Meridian Avenues, was a portion of the lands associated with Mission Santa Clara, which after secularization the area was settled by immigrants in early 1850's.

The area west of Meridian remained as diversified farms (grain, stock raising, and orchard) and was lightly populated until after 1900. By the early 1900's, O'Connor hospital had been built at West San Carlos and Meridian and the area was filled with cherry, plum and walnut orchards and related fruit packing operations. Although those operations are long gone, the area's agricultural roots are still visible in the presence of the expansive Del Monte cannery facility, originally the site of the San Jose Fruit Packing Company (circa 1893), and the water tower that serves as a neighborhood icon. In about 1915, the intersection of West San Carlos and Shasta Avenue was home to DiFiore Fruit Packing. In 1889, O'Connor hospital was built at West San Carlos and Meridian.

Modern development began around the turn of the last century with the construction of the San Jose, Saratoga and Los Gatos Interurban Railroad. Completed in 1904, this 28-mile loop connected downtown San Jose and Stevens Creek Road (now West San Carlos Street) to Saratoga via Saratoga Road and then on to Los Gatos. Three "streetcar suburbs" were subsequently laid out:

- Interurban Park (1904), Forest and Olive Street, Bascom to Wabash
- Rose Lawn (1904) West San Carlos & Scott, Bascom to Rutland
- Orchard Park (1906), West San Carlos & Scott, Leigh to Mayellen

New residents and businesses flocked to the area. Additional fruit packing operations, canneries, lumberyards, hardware stores (the first Orchard Supply Hardware is located at the eastern end of West San Carlos in the Plan Area), grocery stores, and other retail and service businesses opened

and the streetcar construction workers, fruit packing and lumberyard employees, and orchardists were among the first residents of the new neighborhoods. Around 1890, commercial nodes of Victorian-era buildings began to cluster around the streetcar stops and residential subdivisions.

In 1906, the Luther Burbank School District was founded to serve the growing area. Named for the world famous horticulturist, the district soon lent its name to the entire western portion of the corridor. Today, that area is still called the Burbank District. Residential development continued through the 1940s with the construction of the Rose Garden and Shasta Hanchett neighborhoods in the eastern portion of the corridor.

The interurban trains were phased out in the 1930s. The area became a major auto thoroughfare as West San Carlos Street and Stevens Creek Boulevard became the primary east-west artery that connected San Jose with the fast-growing western parts of the valley, and new retail construction followed. Lou's Village and Mel Cotton's established their businesses along West San Carlos in 1947. They and other businesses built "modern" buildings and neon and icon signs that the area is known for today. Diners and drive-in restaurants beckoned carloads of teenagers with "car hops" and "doo wop" (the remnants of two of these facilities are still visible, one at West San Carlos and Shasta, the other in between O.C. Macdonald and Mel Cotton's). The Burbank Theater was built in the early 1950's on Bascom Avenue and became a community focal point. In 1953, San Jose City College established a permanent site at the corner of Bascom Avenue and Moorpark, centrally located to the Burbank/Del Monte/Sherman Oaks areas. The 1950's saw the relocation of many



Figure 2-1. Aerial View of the Plan Area, western half

downtown businesses to suburban areas, and West San Carlos Street/Stevens Creek Boulevard was a prime destination. Modern strip shopping centers, fronted by large parking lots, dotted the landscape. A Sears department store replaced the old hospital. The commercial corridor became a thriving destination as the once-separate east and west nodes grew together.

In the 1970's and 1980's a substantial amount of new retail construction took place throughout the city and Silicon Valley. Modern shopping centers, enclosed regional malls, and big "box" power centers offered good selection, ample parking and up- to- date designs and conveniences. The West San Carlos and Bascom corridors began to suffer economic decline. Some of the residential areas also took on blighted conditions. The Burbank Theater converted to an adult movie house and other adult businesses, encouraged by lax county zoning, moved into the area.

In 1988 the San Jose Redevelopment Agency included the corridor in its redevelopment boundary area and began to facilitate business and neighborhood improvements. The Agency, in partnership with the various neighborhood associations and the West San Carlos Street Neighborhood Business Association, has been active in funding storefront façade improvements and shopping center renovations, business association creation, promoting the area as Antiques Row, and the redevelopment of the old Sears site into the new Midtown Safeway shopping center. The creation of the West San Carlos Street Economic Development Strategy promises to build on the area's rich history while creating an exciting commercial and residential area for the 21st Century.

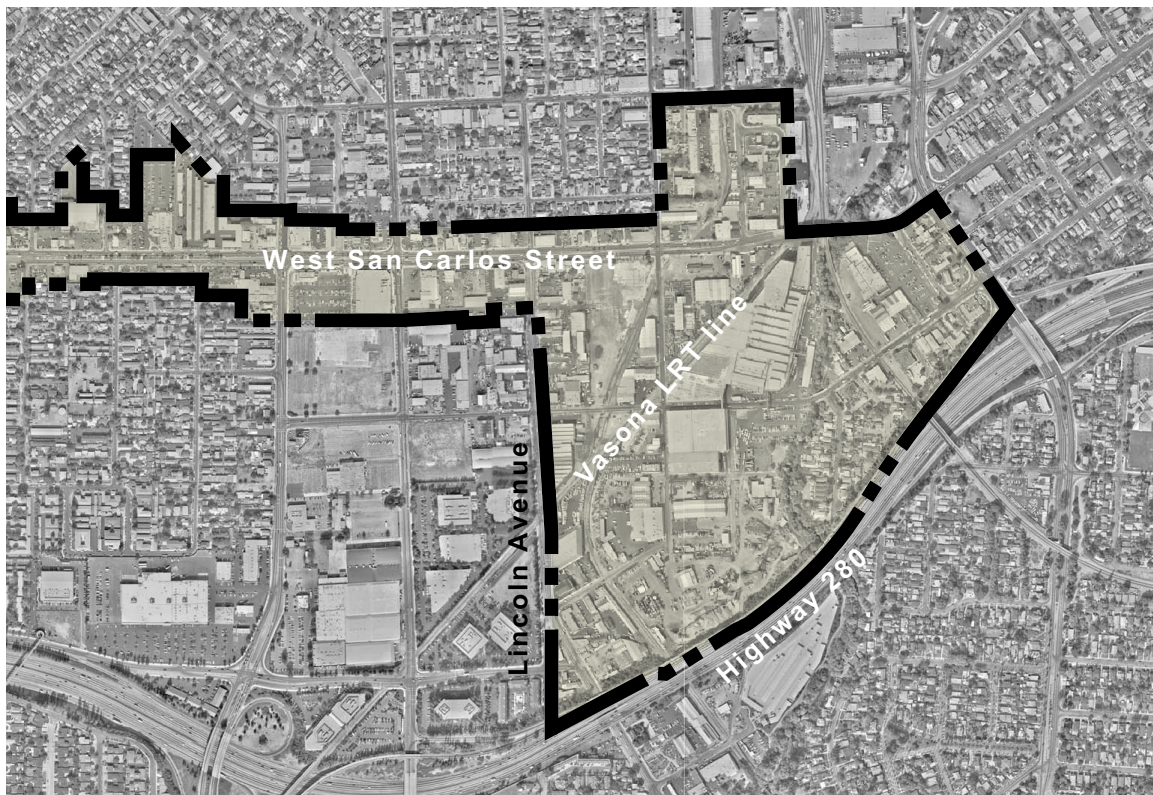


Figure 2-1 continued. Aerial View of the Plan Area, eastern half

2.1.3 ADJACENT NEIGHBORHOODS

The Plan Area sits between several different residential neighborhoods, as shown in the Context Map. Most of the area west of Leigh Avenue is in the Burbank neighborhood. The Shasta-Hanchett neighborhood, between Hester and Race, lies north of West San Carlos; while the Buena Vista neighborhood lies south of West San Carlos. Farther east are the St. Leo's and the Midtown neighborhoods. The small Hannah-Gregory neighborhood lies east of Los Gatos Creek, bordered on the south by I-280 and on the east by Bird Avenue. The Sherman Oaks neighborhood lies on the other side of I-280, south of the Plan Area.

2.1.4 PARKS, SCHOOLS, AND OTHER COMMUNITY FACILITIES

There are no parks located directly along West San Carlos Street or Bascom Avenue, although there are several parks in nearby residential areas. The San Jose Municipal Rose Garden is located on Dana Avenue. A new park, O'Connor Park, is nearing completion as part of the new multi-family development on the former Saddlerack site between Meridian Avenue and Race Street. Another new park, Cahill Park, is under construction north of Park Avenue, along Bush Street, near the future Vasona light rail line. As part of planned development within the Del Monte area, a public neighborhood park next to Los Gatos Creek at Auzerais Avenue, linking to the regional trails network at the Creek, is anticipated. This park was included as one of the top ten priority action items in the Burbank / Del Monte SNI Neighborhood Improvement Plan. A pocket park is also anticipated along Scott Street near Bascom Avenue. Finally, the Parks Department is investigating options for additional parks and recreation facilities to be built in the long-term, including a multi-use community facility in the Sherman Oaks area and a 10 to 15-block long "freeway park" over I-280.

Community members rely on local schools' facilities for additional recreation and meeting space. The Luther Burbank Elementary School is located on the north side of West San Carlos Street at Wabash Street. Three other schools are located together next to Luther Burbank: Trace Elementary, Hoover Middle, and Lincoln Senior High Schools. These three schools, part of the San Jose Unified School District, are all Magnet Schools for academic, visual, and performing arts. San Jose City College is the community college for this and surrounding areas. Farther outside the Plan Area, south of Highway 280, is the Sherman Oaks Community Charter School, a new K-6 school in the Campbell Union School District.

2.1.5 CITY/COUNTY AREAS

Much of the residential and commercial properties in the Burbank neighborhood, and to a lesser extent in the Buena Vista and St. Leo's neighborhoods, are unincorporated County land. Ordinarily, properties located in the County are not eligible for funds from the City or the Redevelopment Agency. However, the commercial properties in the County that front along West San Carlos are in the West San Carlos Neighborhood Business District redevelopment area (which was established in 1988), and as such are eligible for redevelopment funds. Although the properties along Bascom Avenue are not eligible for redevelopment funding, the City would like to take a holistic look at the potential for improvement and transformation of the entire corridor. Therefore, the properties along Bascom Avenue have been included in this Economic Development Strategy study area.

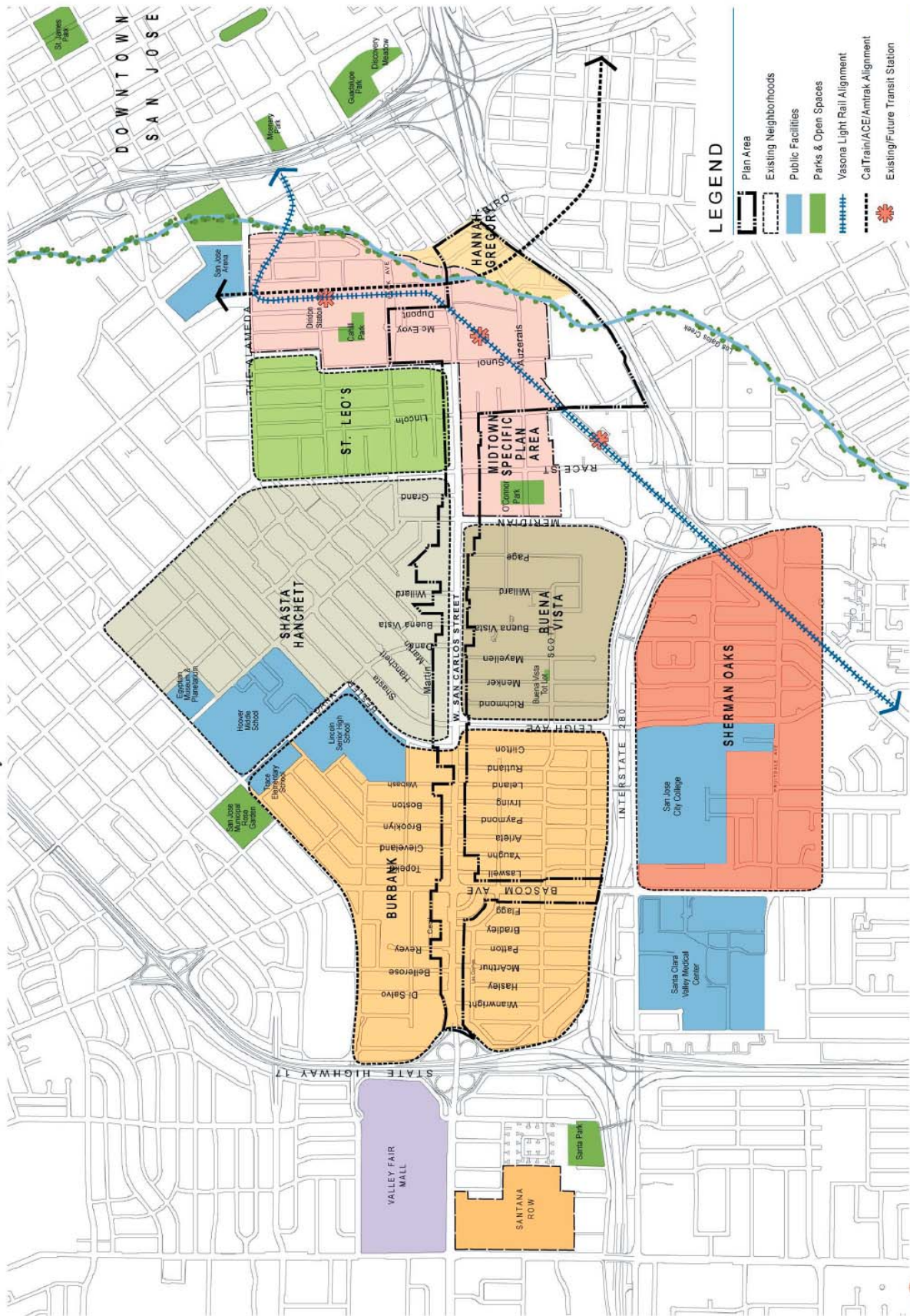


Figure 2-2. Plan Area Context

City of San Jose

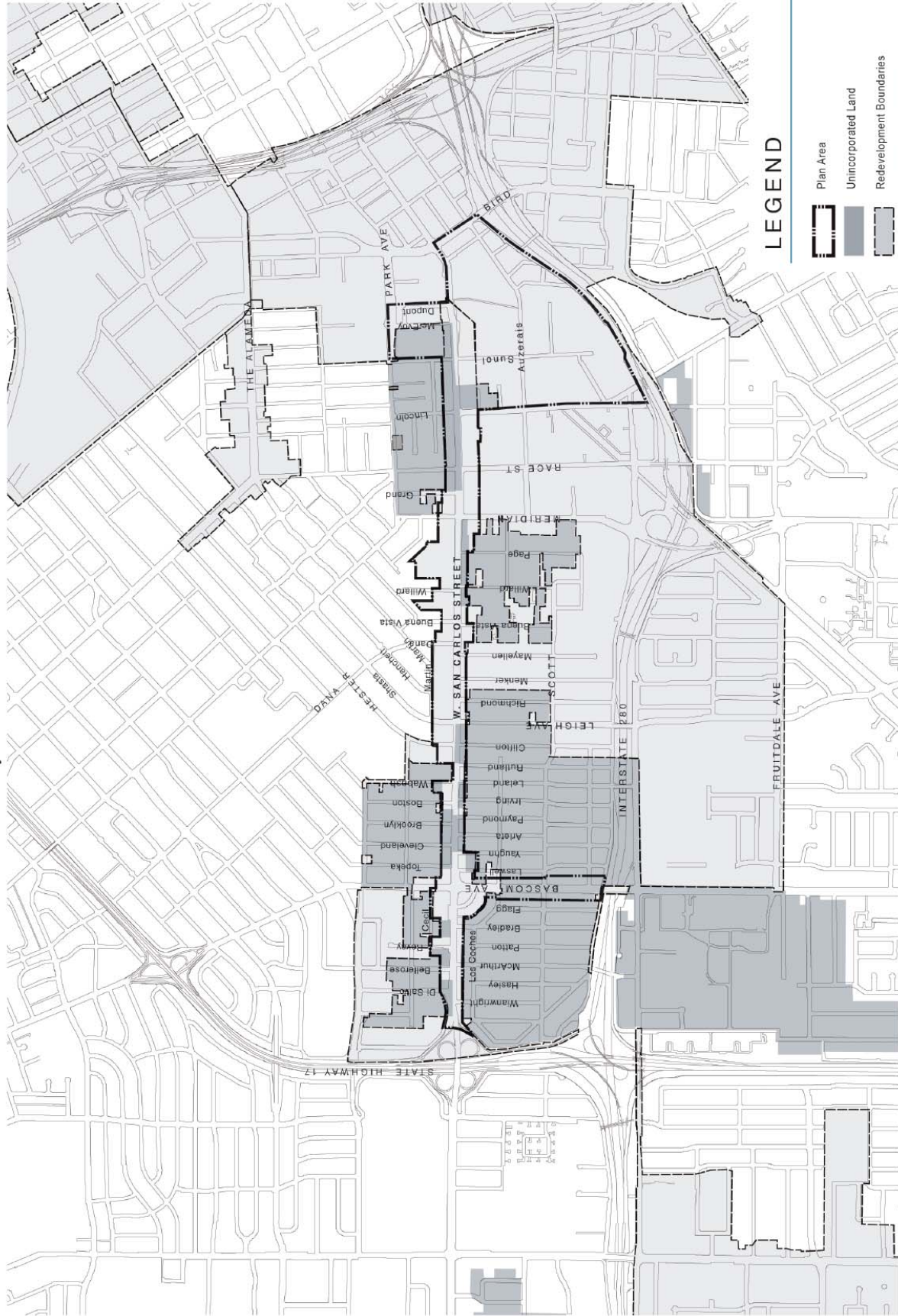


Figure 2-3. Jurisdictional Boundaries

2.2 Urban Design & Character

Figure XX, the Urban Design Map, provides an overview of the character of West San Carlos Street and Bascom Avenue and the Del Monte area. It shows the general location and form of buildings, as well as parks and open spaces close to the corridors. The character of the two streets varies considerably, in relation to the streets' configuration and the age, placement, and architectural style of buildings. Along some segments of West San Carlos Street, particularly in the Burbank sub-area, buildings are built close to or at the sidewalk line, giving the street a sense of enclosure that makes it feel more comfortable and pleasant for pedestrians. Along many other segments, parking lots and industrial storage areas create large gaps between and in front of buildings that make the corridor unattractive and discourage walking. Additional discussion of the two major streets is provided below.

2.2.1 WEST SAN CARLOS STREET

West San Carlos Street has many positive attributes, including a unique and interesting mix of businesses and architectural styles. There are many locally-owned shops (including antiques and vintage clothing stores), landmark and long-standing businesses, and diverse ethnic restaurants. The Street is surrounded by attractive, quiet residential neighborhoods. Along the western end of the corridor, buildings, businesses, and lot sizes are small, creating the variety that makes it interesting to explore the area on foot. In other areas, larger parcel sizes offer the opportunity to develop new mixed-use projects. Architectural character varies along the corridor, spanning a century of American building styles, with older buildings punctuating both ends of the corridor. The western end of West San Carlos, which developed as a center for the Burbank neighborhood, has a more pedestrian-scale historic, Victorian quality. The eastern end of West San Carlos has many older buildings representing the origins as a fruit canning, farming and building supplies, and industrial service area.

The corridor's identity is strengthened by the many interesting modern 1940's to 1960's era graphics, pole signs, and buildings. Particularly in the mid-corridor subarea, streamlined mid-century buildings and colorful projecting signs and pole signs create a unique identity for the street. While this mid-century style is gaining appreciation from architectural and design buffs nationwide, it is rapidly disappearing along this street and in fact everywhere in the country.

On the other hand, much of the signage along the corridor is of poor quality and temporary in appearance. In particular, most of the automobile sales lots use bunting, banners, streamers, and multi-color signs to compete for attention. Numerous advertising billboards loom over the street, and low-quality nondescript contemporary signs create a chaotic appearance along the street.

West San Carlos Street has the basic framework of a pedestrian-friendly street. Blocks are short, and side streets provide frequent connections to adjacent neighborhoods. The distance from curb-to-curb is not huge, and the new center medians provide mid-point pedestrian refuges. However, design aspects of the street and adjacent development reduce the street's current appeal to pedestrians, and make it less attractive to drivers as well.

Much of West San Carlos Street has an unpleasant walking environment due to its narrow sidewalks which are frequently interrupted by curb cuts and parking areas. Although palm trees have recently been added to the center median to break up the scale and width of West San Carlos and create a sense of identity for the street, there are no street trees to provide shade along the sidewalks. There are few benches or plazas along the street to provide resting places for pedestrians. Pedestrians crossing West San Carlos or a side street must beware of fast-moving traffic. The wide turning radii at many intersections along West San Carlos Street make it easy for drivers to speed around the corners, endangering pedestrians.

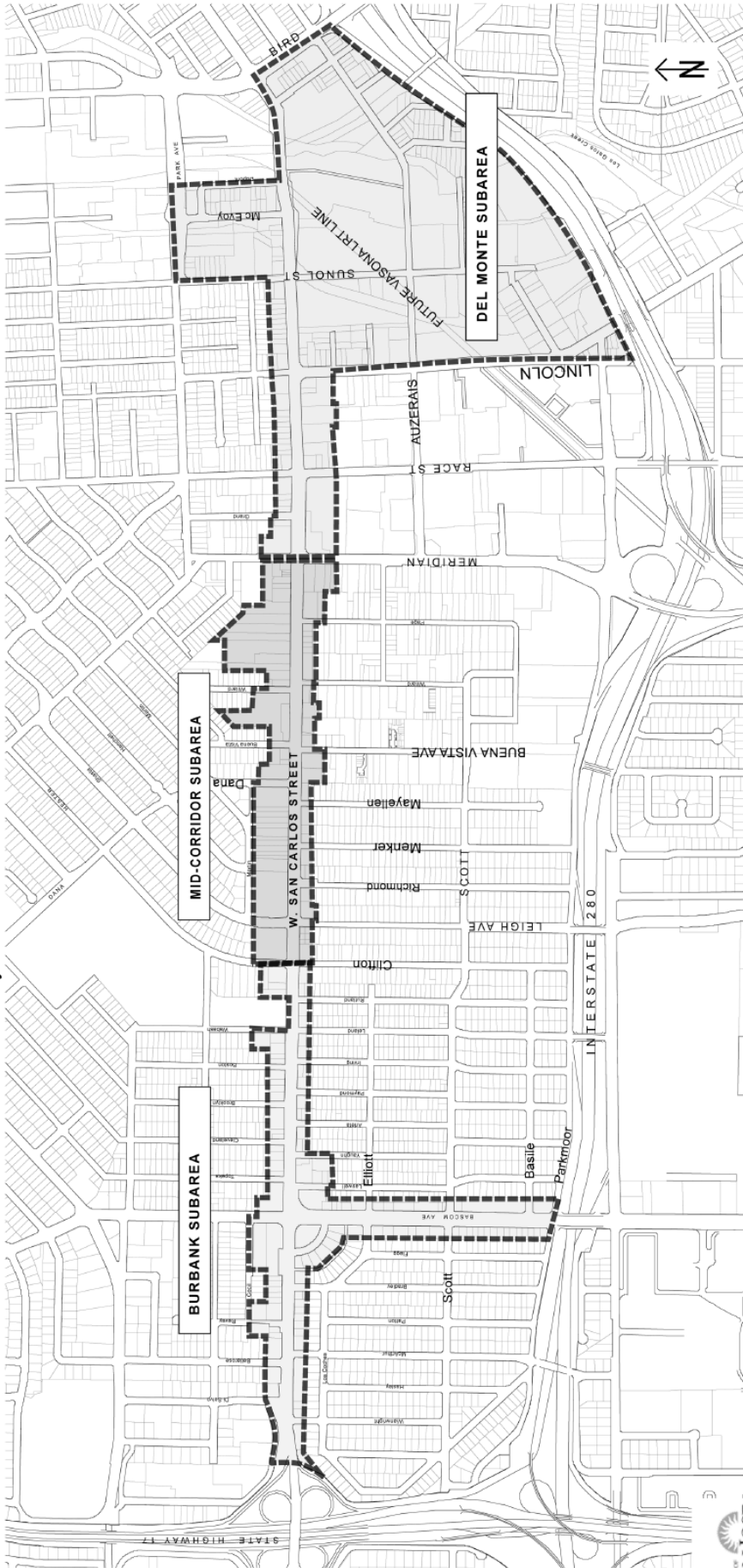
On-street parking is allowed along much of West San Carlos Street. On-street parking provides convenient access to adjacent businesses and also serves as a buffer between traffic and pedestrians on the sidewalk. However, the low intensity of adjacent businesses and the presence of sufficient and convenient off-street parking lots in many areas along West San Carlos result in low usage of the on-street parking supply. In other areas, a continuous row of perpendicular off-street parking at the front of parcels creates a continuous driveway which interrupts the sidewalk. Both scenarios create a feeling of vulnerability or exposure for pedestrians along the sidewalk, rather than a feeling of being sheltered from fast-moving traffic.

Much of the development along West San Carlos is low-intensity, single-story, and set back far from the sidewalk. Many building facades are poorly maintained. Where buildings are set back far from the street, pedestrians must cross large parking areas and drive aisles to reach the building entries. Combined with a shortage of pedestrian-friendly neighborhood-serving businesses, these physical attributes do not offer nearby residents enough reasons to walk along the street. Together, all these factors contribute to a low level of pedestrian activity.





Figure 2-4. Urban Design Characteristics



PLAN AREA SUBAREAS
WEST SAN CARLOS STREET / BASCOM AVENUE
ECONOMIC DEVELOPMENT STRATEGY

EDAW
MAY 2003

Figure 2-5. Plan Area Subareas

Street Lighting Along West San Carlos Street

Street lighting along West San Carlos Street is unevenly spaced. There are several sections where the lights are spaced far apart or appear to be missing or burned out. (For example, the south side of West San Carlos, west of Bascom, has only one light, in the median at Bascom.) These areas are dark unless on-site lighting is provided by adjacent businesses.

The City uses Low Pressure Sodium (LPS) lights with 8-foot arms to reduce glare, in accordance with the City Council's Policy for Outdoor Lighting Agreement with the Lick Observatory. Almost all of the lights between Bird Avenue and I-880 are 135 Watt LPS, except for high pressure sodium lights at some of the signalized intersections. The Low Pressure Sodium lights cast an orange or dark yellow light. High Pressure Sodium lights cast a brighter pink light. The new decorative sidewalk lights on some sections of West San Carlos Street are low wattage high pressure sodium and provide excellent lighting along the sides of West San Carlos. The up lights for the palm trees in the median provide some additional low lighting in the center of West San Carlos Street. The sections without the up lights for the trees are dark.

A survey of wattage of the street lights along the north side of West San Carlos Street between Bird Avenue and I-880 reveals other reasons for the uneven lighting along the corridor. The following is a list of the lights by location, wattage and type (HPS = High Pressure Sodium, LPS = Low Pressure Sodium): For reference, two lights closer to the downtown area near Route 87 are also provided.

- For reference, at the Center of Performing Arts, 250W, HPS
- For reference, at Gifford, 180W LPS
- East of Sunol, 180W LPS
- West of Sunol, 135W LPS
- West of Race, 135W LPS
- East of Meridian, 135W LPS
- West of Meridian, 135W LPS
- East of Buena Vista, 135W LPS
- West of Buena Vista, 135W LPS
- East of Shasta, 135W LPS
- West of Shasta, 135W LPS
- West of Leland, 135W LPS
- East of Bascom, 135W LPS
- West of Bascom, 135W LPS
- East of Bellerose, 180W LPS

In summary, the quality of lighting along West San Carlos Street is below normal for a commercial district, both because of inconsistent spacing of the light poles and the low wattage. Sections with additional decorative lighting along the sidewalk and/or tree lights in the median are much brighter both on the sidewalk and the roadway.

Del Monte Subarea

The Del Monte subarea is a very large subarea characterized by many parcels of larger size (roughly on the order of 2 to 8 acres). The subarea extends from Meridian Avenue east to Bird Avenue. The eastern portion includes a large triangular area east of Lincoln, extending down to highway I-280, as well as an area on the north side of the street. The former Del Monte facility is located in this eastern portion, and gives the subarea its name. The western portion of this subarea consists of the parcels immediately fronting onto West San Carlos Street between Meridian and Lincoln Avenues.

Closest to the former Del Monte canning facility, several two-story mixed-use buildings exist. The Ancora Ancora antiques building at the corner of McEvoy has a "Welcome to Antique Row" sign painted on its side, and serves as a gateway to the WSC corridor for people coming over the bridge from the east. In this area, many industrial service and supplier (ISS) businesses exist. The north side of West San Carlos includes the large S&S Welding plant (metal fabrication and repair), while the south side of the street includes a Hertz equipment rental facility and storage yards.



The industrial character of the eastern end of West San Carlos Street increases closer to highway I-280. The Del Monte canning facility has closed, but the Reed and Graham gravel processing facility and other industrial uses remain in business. Signs of new development are visible, with the Vasona Light Rail line under construction, a trail planned along Los Gatos Creek, a future bike route along Auzerai Avenue, and O'Connor park nearly complete at the former Saddlerack site nearby. East of Los Gatos Creek, the first Orchard Supply Hardware store continues in business.



Between Race Street and Lincoln Avenue, West San Carlos Street has a mix of different land uses, with some buildings built to the street and some set back behind parking or storage areas. In some cases, the centers of each block retain parapet buildings built up to or close (10 feet or less) to the sidewalk, while the corners have been replaced by lower-intensity businesses such as automot-



bile repair, with parking areas closest to the street corners. The area includes an eclectic mix of businesses, such as iron works artisans, antiques, appliances, ethnic restaurants, and various retail services and supplies including the well-known Mel Cotton's sporting goods. Several older bungalow homes along this stretch have been converted into at-home businesses or restaurants. The south side of West San Carlos Street also includes industrial and storage uses, with barbed wire fences, and some used car sales. Many businesses on the south side have perpendicular parking along the front of the parcel, making the sidewalk function as a driveway to the parking areas and creating an unsafe pedestrian environment. Well-established retail and service commercial uses with distinctive signage, including O.C. McDonald's, exist here. The Westside Billiards Coffee Shop & Snooker club also has an interesting old sign.



The area between Meridian Avenue and Race Street has many new, national businesses. On the south side of West San Carlos Street, the entrance to a new Safeway supermarket faces the parking lot, and the building turns a blank wall to the street. A new McDonald's has an outdoor eating area which creates a bit of activity near the street. However, the entry to the restaurant also faces the parking lot, and its drive-in separates the building from West San Carlos. On the north side of West San Carlos, the entry to a Walgreens drug store sits at the street, with the parking lot on the side. However, the façade of the Walgreens is a blank wall, marked only by clerestory windows.



Mid-corridor Subarea

The area immediately west of Meridian Avenue is characterized by two-story buildings with ground-floor businesses, including a Harley-Davidson motorcycle shop. Several well-known older businesses are along this block, including the J&J Sporting Goods store and Lou's Village. There are several older single-family homes along this stretch as well, many with paved front yards. The Cascade Mini Storage facility has blank walls along the street frontage. At the eastern end is the San Carlos Street Antiques building with a setback and parapet marking the entryway.



The southern side in this area has a string of small independent businesses, some in buildings built out to the street and some set back behind parking areas.

Farther west in the Mid-corridor subarea are a series of automobile-oriented shopping centers, dominated by the West San Carlos Shopping Center. This older shopping center has recently had improvements to the facades, parking lot, and rear fence. The shopping center includes a variety of local-serving businesses. Several interesting older pole signs line West San Carlos in front of this shopping center, including "Post Tool," "Pineapple Launderette," and "Liquors." However, a permit has been issued to remove these signs and replace them with contemporary signs advertising the current businesses in the center. While the sidewalk has no street trees, many people walk along the shaded walkway in front of the stores (separated from the street by the parking lot).



The southern side of the Mid-corridor subarea has a string of small, shallow parcels with low-intensity uses. The parcels are used mostly for used car sales or automobile service shops, as well as some drive-in uses such as a Jack in the Box. Such low-intensity uses have remained on these small, shallow lots because it is difficult to develop them to modern standards. Some of these parcels are in unincorporated land.

Burbank Subarea

The Burbank subarea developed in the first half of the twentieth century as a small town center serving residents in the surrounding areas. This history is still apparent today, although many of the businesses now cater to a larger regional market. East of Bascom Avenue, buildings create a nearly continuous street edge on both sides of West San Carlos, resulting in an interesting and pleasant walking environment. The "streetwall" is broken only by the occasional car dealership or auto service shop. Most of the buildings are single-story. Pedestrian-scale street lamps built in an early twentieth-century style enhance the pedestrian-friendly nature of this segment. West



of Bascom Avenue, older automobile sales and service shops predominate, some located within County jurisdiction, as well as some newer development such as a motel.

2.2.2 BASCOM AVENUE

Bascom Avenue carries traffic between West San Carlos Street and Highway I-280. Although Bascom is just four lanes wide north of West San Carlos, in the Plan Area it has an extremely wide right-of-way, with three travel lanes in each direction plus on-street parking and a painted center left-hand turning lane. Narrow sidewalks lack street trees and are frequently interrupted by continuous curb cuts. Many businesses are set far back from the roadway, with a row of perpendicular off-street parking at the front of the parcel. Other businesses, such as Juicy Burger, the stores along Business Circle, and Babyland, have off-street parking lots or drive-in facilities.

There are many unique, independent businesses along Bascom, including tattoo parlors, record stores, dry cleaners, and antiques. Many of these businesses draw patrons from a citywide or regional area. Light industrial businesses along the street include a glass and mirror store and several automobile tune-up shops. Development intensities along Bascom Avenue are low. Buildings along the street consist mostly of simple single-story structures, plus a few single-family homes converted to service commercial use on the west side. Many of the buildings could benefit from façade improvements.



Closest to West San Carlos, properties are within the City limits. Time Deli is an example of a recent façade and signage renovation using grant funds from the City. South of Elliott Street, all properties are in unincorporated land. In the middle portion of Bascom Avenue, many different businesses exist in long retail centers built to the street, in the typical mid-century style of a “strip mall on the street.” However, closer to Highway I-280, retail centers are set back from the street with a single

row of perpendicular off-street parking in front. Walkways with overhanging awnings on private land provide pedestrian spaces adjacent to these buildings. At the southern end of Bascom Avenue, the Burbank Theater is a major landmark and neighborhood icon.

2.2.3 BUILDINGS OF ARCHITECTURAL INTEREST

This section documents and discusses the existing architectural and signage styles that contribute to the unique character of the corridor. Most of the following descriptions are based on field observations, while some are supplemented by information contained in the State’s Historic Resources Inventory (SHRI). The purpose of this section is simply to highlight the broad variety of building styles present along the West San Carlos / Bascom Avenue corridor. These building styles form the basis for guidelines on Preserving the Unique Character of the Street that are described in Chapter 3. Inclusion of these buildings in this section of the document does not imply in one way or another whether they are officially “significant” and should be preserved.

Del Monte Subarea

The Del Monte area has several unique warehouse and industrial buildings dating from the early years of the area's use as a fruit-packing center. Some of these buildings are assets that define the industrial and utilitarian character of the area and can provide a reference point for new development as the area changes.

Brick Warehouses. Two attractive older masonry warehouse buildings dating from the late 1800's or early 1900's are located on the west side of Sunol Street, between Auzerais Avenue and Home Street. These brick buildings, which feature distinctive stepped parapets and arched window openings, are across the street from the proposed community park in the Del Monte area, and just east of the Vasona light rail line. They are currently used by light industrial businesses.

Del Monte Cannery Facilities. The large and vacant Del Monte cannery facility is actually a collection of many smaller structures with interesting features that hint at a simplified Art Deco



style. The facility, dating from the 1920's or 1930's, occupies a large area east of the Vasona light rail line, north of Auzerais, and extending to Los Gatos Creek and West San Carlos Street. The facility includes one-story and two-story portions, and is raised upon a loading dock. Most of the facility's perimeter has a repetitive pattern of regularly-spaced bays framed with vertical piers, high clerestory windows, flat metal awnings, and roll-up loading doors. Along the eastern side, the facility also has a sawtooth roofline with skylights, a curved corner, and simple cornice lines. While the facility has a very straightforward shape and rhythm, it has a solid, substantial, industrial appearance. Portions of the buildings could be reused for new development, or could provide inspiration for new development styles.



Del Monte Water Tower. The Del Monte water tower is a prominent landmark in the area and an interesting remnant of cannery-era history. The water tower could become an icon for the new development in this area.



San Carlos Street Viaduct. The West San Carlos Street Viaduct is located along West San Carlos Street between Dupont Street and Royal Avenue. The structure carries West San Carlos Street over Los Gatos Creek, the railroad tracks, and Dupont Street. While not a building, this bridge is a notable structure which is listed in the State Historic Resources Inventory of the California State Resources Agency's Office of Historic Preservation. It was built with sweeping, graceful lines by Southern Pacific in 1933, and originally carried trolleys as well as automobile traffic.



Ancora Ancora building. This building is located at 751 West San Carlos, and dates from the late 1800's or early 1900's. This is a wooden Federal style building with simple, elegant lines and a hip roof, double-wide entries, vertically-proportioned windows often arranged in multiples, simple wood trim around the windows, transom windows, and a simple wooden cornice. There are no brackets, recessed entries, or bay windows. In the 1920s the building was used as a speakeasy and brothel house.



Black Cat building. This building is located at 260 McEvoy Street, around the corner from West San Carlos Street, next to Ancora Ancora. The unique signage and logo were created in the mid-1990's, when the building appeared in a Kirk Douglas made-for-television movie.



Sam's Downtown Feed & Pet building. This building is located at 757 West San Carlos Street. This painted wood building dates from the late 1800's or early 1900's, and may originally have been a Mission Revival building. It has a low, wide profile with wooden doors, a wide roll-top stock entry door, and a rounded parapet roof with contrasting trim. The horizontally-proportioned windows may have been added at a later date.

Cheim Lumber building. This building is located at 800 West San Carlos Street, and was constructed in 1955 for the Cheim Lumber Company after their yard at 1400 The Alameda burned. The building is now in use by Hertz Equipment Rental. According to the SHRI (1992), the architectural style of the Cheim building is best described as “googie,” a term that refers to this distinctive style of the 1950’s. The building features bold geometric shapes and cantilevered, projecting trusses. This building has a gabled roof textured with triangular shapes that come to a series of points at the eaves. Fenestration consists of full glazed panels separated by flagstone pillars. The building annex has clerestory windows and the pointed end of the building has large angled windows.



O.C. McDonald Plumbing building. This building is located at 1150 West San Carlos Street and is listed in the SHRI. According to the SHRI (1992), the building was constructed around 1952 in the International Style. The two-story building has a flat roof with an unadorned parapet. The asymmetrical façade has a two-story glass curtain wall with horizontal cantilevered projections, and a brick panel on one end. One of the projections forms a portal that is attached to an adjacent office unit. The name of the business is formed with large individual stand up letters sitting on the projecting canopy. It houses the plumbing company first established by E. Victor McDonald in the 1940’s on East Santa Clara Street.



Mid-Corridor Subarea

Custom Classics building. This building is located at 1425 West San Carlos Street. This two-story commercial building appears to have been constructed in the Victorian or Spanish/Mission Revival style sometime in the early part of the 20th century. It features distinctive bay windows and a terra cotta tile

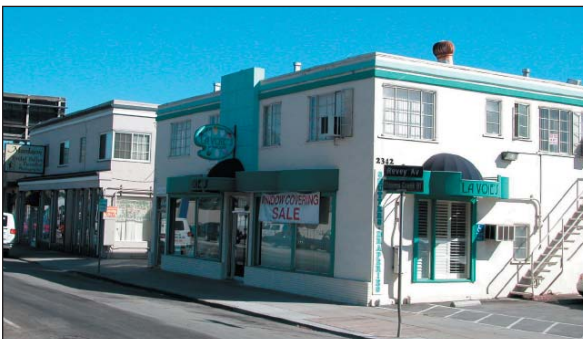


cornice cap. Much of the original detailing, as well as the transom windows above storefronts, appears to have been removed or covered over. A doorway to the west of the storefronts leads to upper floor uses.

Burbank Subarea

Burbank Antiques. This building is located at 1893 West San Carlos Street. This two-story commercial building appears to have been constructed in the Victorian style at the turn of the 20th Century. It features distinctive bay windows at the front and side. Much of the original detailing, as well as the transom windows above storefronts, appears to have been removed or covered over. An arched doorway between the two storefronts leads to upper floor uses.

Art Deco / Art Moderne mixed-use buildings. These two buildings are located at 2326 and 2342 Stevens Creek Boulevard (the name of West San Carlos Street west of Bascom Avenue). These two buildings house retail on the ground floors and offices or residential use on the second floors.



Babyland building. This building is located at the southeast corner of West San Carlos Street and Bascom Avenue. This is an example of a 1950's-1960's-era streamlined shopping center-style retail building, with a flat façade, a long, horizontally-proportioned form, aluminum-framed plate-glass windows, and a tall parapet roof. This building housed the British Motors showroom in the 1960's.



Circle Shopping Center. This building is located at the southwest corner of West San Carlos Street and Bascom Avenue. This shopping center has been heavily modified, but traces of its modern 1950's era style remain.

Time Deli building. Located on Bascom between West San Carlos and Elliott Streets, the Time Deli building is a streamlined, Art Deco / Art Moderne structure from the 1950's with continuous plate glass windows. The building recently had a façade improvement to install a distinctive clock feature in the corner parapet.



Burbank Theater. This structure is located at the corner of Bascom and Basile Avenues. The 15,000-square-foot building has a 9,700-square-foot theater with approximately 500 seats, as well as retail and office space. It started as a neighborhood, double-feature theater in the early 1950's, only to close down by the mid-fifties, reopening as an art theater in 1964. In the seventies it evolved into an old, classic movie theater, then was converted to an adult theatre in the mid-seventies. The theater has a unique marquee and tower feature. It is currently vacant, and has recently changed ownership.

Babyland and Burbank Theater photo source: Eric Carlson, web site sjunderbelly.com

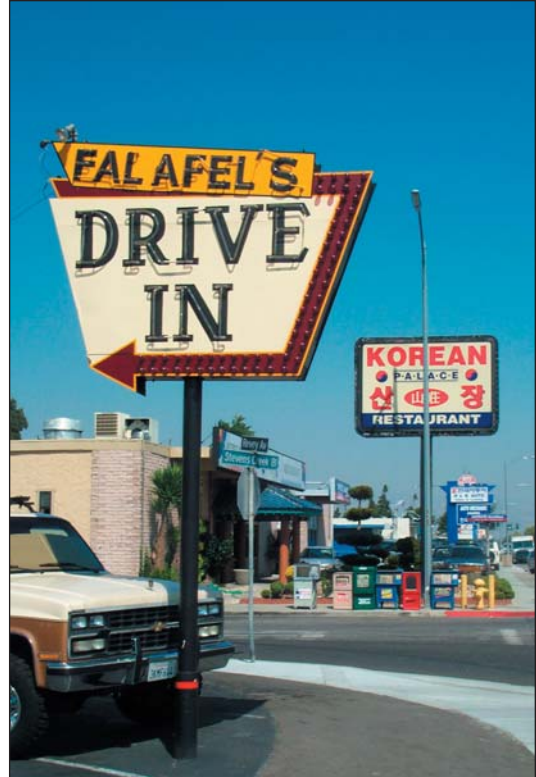


2.2.4 SIGNAGE OF UNIQUE CHARACTER

The Plan Area includes numerous examples of notable mid-century character signage, a unique and interesting resource which is rapidly disappearing from this and similar corridors. Some of these signs are shown on the following page.



Examples of projecting signs found in the Plan Area that exhibit a mid-century character.



The Plan Area includes many interesting mid-century signs, some of which are rapidly being torn down. These are some examples of pole signs found along West San Carlos Street.

2.3 The General Plan & Transit-Oriented Development

West San Carlos Street is designated in the City's General Plan as a Transit-Oriented Development (TOD) Corridor. Typically, these Corridors are centered on existing or planned light rail transit corridors. As discussed in more detail later in this chapter, the Valley Transportation Authority has designated West San Carlos Street as a potential Light Rail Transit (LRT) corridor, and has also considered its use for Bus Rapid Transit (BRT), an innovative high-capacity transit service. The General Plan states that these Transit-Oriented Development corridors are suitable for higher-density residential densities, for more intensive non-residential densities, and for mixed uses. The TOD designation generally applies to properties within 500 feet of the right-of-way of the central transportation facility or within about 2,000 feet of existing or planned light rail stations.

2.3.1 TRANSIT CORRIDOR RESIDENTIAL LAND USE DESIGNATIONS

Although West San Carlos Street is identified as a Transit Corridor in the General Plan, most of the parcels along the street have a land use designation of General Commercial. The General Commercial land use category allows residential over retail and other forms of mixed-use, up to a residential density of 25 units per acre, through approval of a Discretionary Alternate Use Permit. For higher densities, applicants must obtain a land use designation change to Transit Corridor Residential.

The City's Transit Corridor Residential (TCR) land use designation in the General Plan provides guidance on the appropriate densities of residential or mixed-use development along transit corridors:

- Densities of 20 to 40 units per acre are appropriate along suburban transit corridors. Wholly residential projects or projects with commercial uses at the street level with residences above are permitted.
- Higher intensities (40+ units per acre) are appropriate in sites located within 2,000 feet of passenger rail stations in intensely developed areas of the City. This category says that development may be wholly residential or may allow commercial uses on the first two floors with residential above. Within a few years, the Del Monte subarea will have light rail transit (LRT) service from the Vasona line, and the subarea has the potential to transform to a more intense, transit-supportive neighborhood.

The General Plan describes two general phases of intensification along TOD corridors, which helps to further explain where the different density targets should be applied:

- The first phase of intensification is before construction plans for a LRT corridor are complete, and generally envisions mixed-use and residential development in the range of 25 to 40 units per acre. According to the General Plan, all development in this phase should have a transit- or pedestrian-oriented urban form, with buildings of at least two to three stories built up to the sidewalks. Pedestrian walks, plazas, loggias, and other outdoor or street design features are also encouraged.

The City has designated West San Carlos as a transit corridor, and VTA may select it to be a LRT (or a Bus Rapid Transit, which has similar service characteristics) corridor. However, the final selection of transit corridors is unlikely to be made for many years. Therefore, West San Carlos Street could be considered to be in this first phase of intensification. A density range of 20 units per acre minimum and 40 units per acre maximum is appropriate along the portions of West San Carlos Street that are more than 2,000 feet from the future Vasona light rail station (generally, those parcels west of Meridian Avenue).

- The second phase of intensification begins with the completion of construction plans for the LRT (or BRT) and the scheduling of construction. In these locations, the General Plan policies allowing higher densities and building heights within 2,000 feet of transit stations are applicable, as well as the Transit Corridor Residential land use designation, which allows 20+ units per acre (without a practical maximum density). This phase of intensification is already underway in the Del Monte area, where the Vasona LRT line is under construction and a station is planned between West San Carlos and Sunol Streets.

Therefore, development densities in the greater Del Monte subarea should exceed 40 units per acre. This density range should also be applied to parcels along West San Carlos Street east of Meridian Avenue, as this area is within about 2,000 feet of the future Vasona LRT station.



The Avalon at Cahill project is a brand-new project north of the Plan Area that gives a sense of appropriate transit-supportive, pedestrian friendly higher-intensity development.

2.4 Transportation Context

This section summarizes the existing and planned transportation facilities and services in the West San Carlos/Bascom Avenue Economic Development Strategy study area.

2.4.1 ROADWAY NETWORK

The major roadways in the study area include West San Carlos Street, Bascom Avenue, Lincoln Avenue, Sunol Street, and Auzerais Avenue. A map of the roadway system is also presented on Figure 1. Brief descriptions of the key roadways are presented below:

West San Carlos Street is an east-west street that connects Highways SR 87 and I-880. West San Carlos Street has two travel lanes in each direction with a raised median. Traffic signals and left-turn lanes are provided at major intersections. It currently carries 23,000 vehicles per day.¹ West of Bascom Avenue, San Carlos Street becomes Stevens Creek Boulevard, which has an interchange with I-880. This interchange will be modified to redirect the northbound I-880 to westbound Stevens Creek Boulevard traffic to the northbound I-880 to eastbound Stevens Creek Boulevard direct ramp (the loop ramp will be removed) and a traffic signal will be installed on Stevens Creek Boulevard at the new ramp junction.

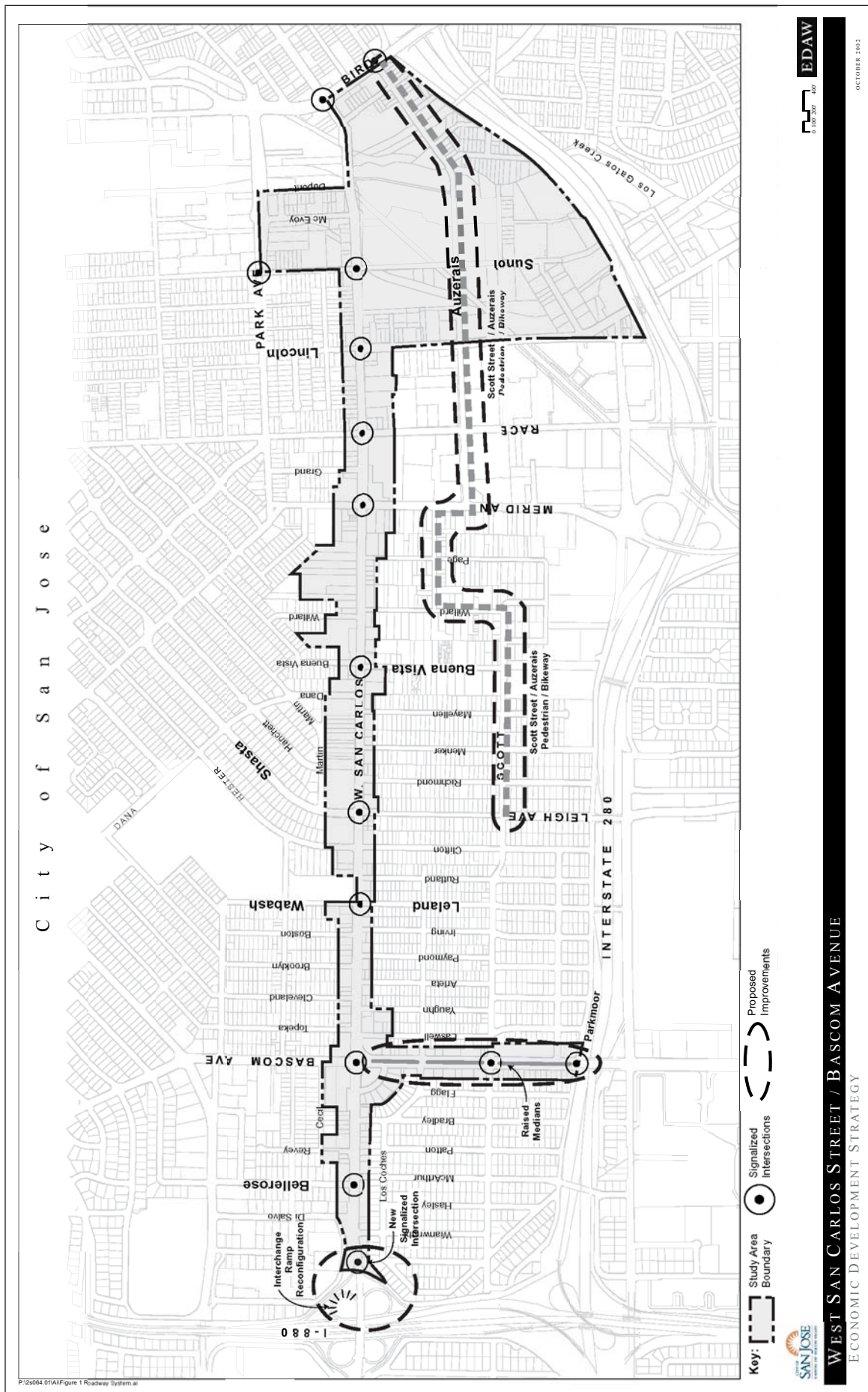
Bascom Avenue is a north-south roadway that extends from the City of Santa Clara to the Town of Los Gatos. It is four lanes wide north of West San Carlos Street and six lanes wide to the south. The portion of Bascom Avenue in the study area is six lanes wide with a painted median. Santa Clara County, in conjunction with the City of Los Gatos, has a planned improvement project to install a raised median in this section. (This improvement project has been funded but has not yet been designed.) Bascom Avenue has interchanges with I-280 and I-880.

Lincoln Avenue is a north-south street extending between Park Avenue to the north and Almaden Expressway to the south. It is primarily four lanes wide. It narrows to two lanes between West San Carlos Street and Park Avenue.

Sunol Street is a two-lane, north-south roadway that extends from The Alameda to Lonus Street.

Auzerais Avenue is a two-lane east-west roadway to the south of West San Carlos Street that extends from Meridian Avenue to Woz Way.

¹ Machine traffic count by Santa Clara County Department of Roads and Airports between Topeka and Vaughn Avenues in October 2002.



2.4.2 TRAFFIC FLOWS

Vehicular traffic flows in the study area are primarily northbound and westbound in the morning and southbound and eastbound in the evening. The traffic volumes on West San Carlos Street are approximately 1,100 vehicles westbound and 700 vehicles eastbound in a one-hour period during the morning commute period and 850 vehicles westbound and 1,150 vehicles eastbound in a one-hour period during the evening commute period. The peak one-hour traffic volumes on Bascom Avenue are 1,750 vehicles northbound and 600 vehicles southbound during the morning commute period and 750 vehicles northbound and 1,750 vehicles southbound during the evening commute period.

2.4.3 EXISTING INTERSECTION OPERATIONS

The operations of a roadway system are typically described with the operations of the intersections, as intersections represent the locations where the roadway capacity is most constrained. Operations at the key signalized intersections in the study area were analyzed during the weekday morning (AM) and evening (PM) peak traffic conditions. Peak conditions usually occur during the morning and evening commute periods between 7:00 and 9:00 am and 4:00 and 6:00 pm, respectively.

The operations of the signalized intersections (locations shown on Figure 2-6) were evaluated using Level of Service (LOS) calculations, where the intersection's operation is graded from LOS A, or free-flow conditions, to LOS F, or over-saturated conditions. Illustrations of the various levels of service are shown on Figure 2-7 and in the photographs below.

The level of service standard for City of San Jose intersections is LOS D. The level of service methodology approved by the City of San Jose evaluates an intersection's operation on the average stopped vehicular delay calculated using the method described in Chapter 9 of the **1985 Highway Capacity Manual** with adjusted saturation flow rates. The average delay for signalized intersec-



The intersection of Almaden and Blossom Hill operating at LOS D. (Source: City of San Jose)



The intersection of Almaden and Blossom Hill operating at LOS F. (Source: City of San Jose)

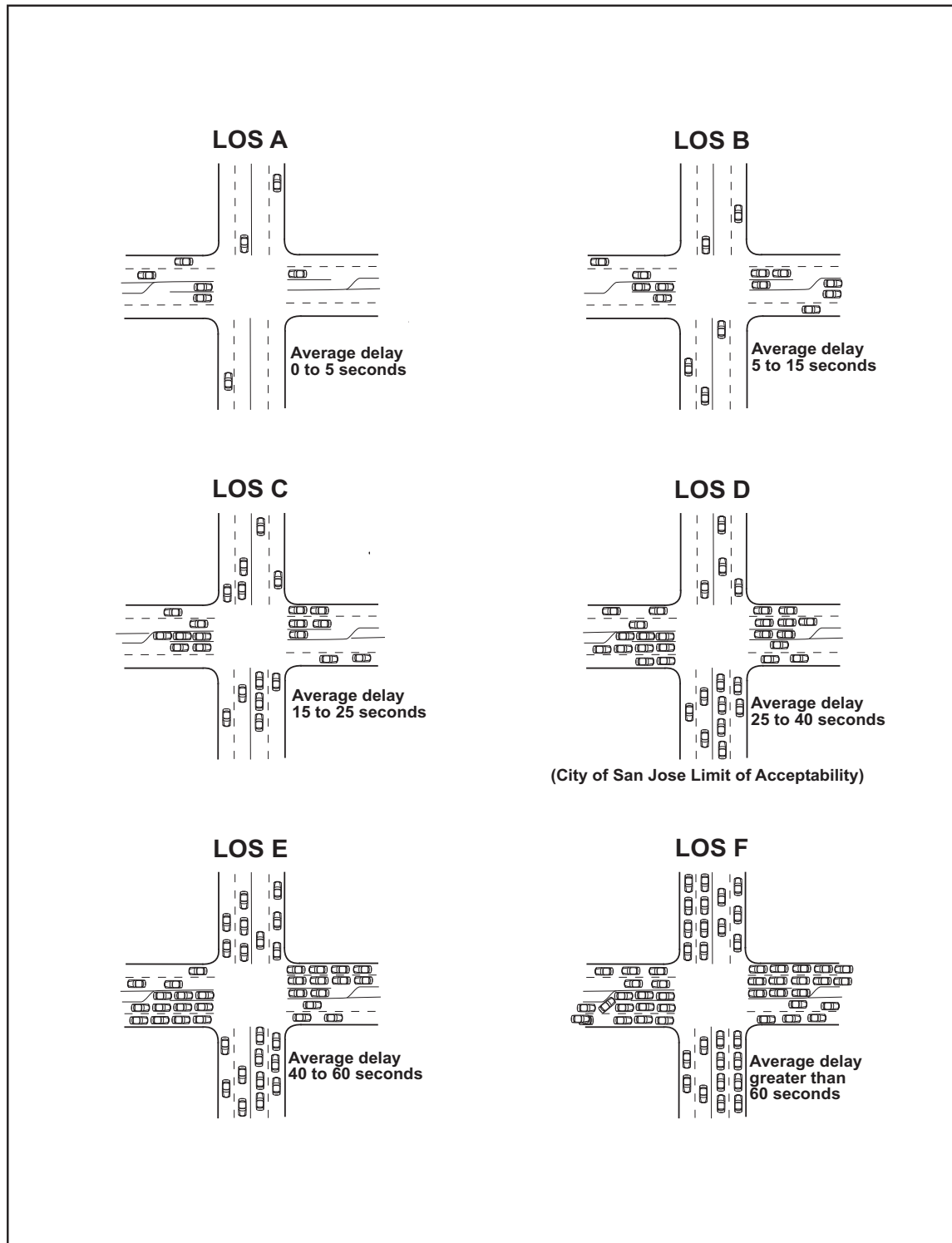


Figure 2-7. Signalized Intersection Level of Service (LOS) Illustrations

tions is calculated using the TRAFFIX analysis software and is correlated to a level of service designation as shown in Table 2-1.

Table 2-1. Signalized Intersection Level of Service Definitions

| Level of Service | Description | Average Stopped Delay Per Vehicle (Seconds) |
|------------------|--|---|
| A | Operations with very low delay occurring with favorable progression and/or short cycle lengths. | ≤ 5.0 |
| B+ | Operations with low delay occurring with good progression and/or short cycle lengths. | 5.1 to 7.0 |
| B | | 7.1 to 13.0 |
| B- | | 13.1 to 15.0 |
| C+ | Operations with average delays resulting from fair progression and/or longer cycle lengths. Individual cycle failures begin to appear. | 15.1 to 17.0 |
| C | | 17.1 to 23.0 |
| C- | | 23.1 to 25.0 |
| D+ | Operations with longer delays due to a combination of unfavorable progression, long cycle lengths, and high V/C ratios. Many vehicles stop and individual cycle failures are noticeable. | 25.1 to 28.0 |
| D | | 28.1 to 37.0 |
| D- | | 37.1 to 40.0 |
| E+ | Operations with high delay values indicating poor progression, long cycle lengths, and high V/C ratios. Individual cycle failures are frequent occurrences. | 40.1 to 44.0 |
| E | | 44.1 to 56.0 |
| E- | | 56.1 to 60.0 |
| F | Operations with delays unacceptable to most drivers occurring due to over-saturation, poor progression, or very long cycle lengths. | > 60.0 |

Source: VTA's *CMP Transportation Impact Analysis Guidelines*, May 7, 1998, and Transportation Research Board, *Highway Capacity Manual*, Special Report 209, 1985.

Current operations of the signalized intersections were evaluated with the existing volumes, existing lane configurations, and signal phasings/timings used as inputs to the TRAFFIX level of service calculation program. The results are presented in Table 2-2. Most of the intersections are operating at good to average levels, LOS B and C, during both peak hours. The intersections of West San Carlos Street with Bascom Avenue and West San Carlos Street with Meridian Avenue are operating at LOS D, or conditions where the volume is nearing the vehicle carrying capacity of the intersection, during both peak hours. The intersection of West San Carlos Street and Lincoln Avenue is operating at LOS D during the AM peak hour and the intersection of West San Carlos Street and Bird Avenue is operating at LOS D during the PM peak hour.

Table 2-2. Existing Intersection Operations

| Intersection | Peak Hour | LOS² |
|---|------------------|------------------------|
| Stevens Creek Boulevard and Bellerose Drive | AM PM | C B |
| W. San Carlos Street and Bascom Avenue | AM PM | D D |
| W. San Carlos Street and Leland Ave./Wabash Ave. | AM PM | B B |
| W. San Carlos Street and Leigh Avenue/Shasta Avenue | AM PM | B- C+ |
| W. San Carlos Street and Meridian Avenue | AM PM | D D |
| W. San Carlos Street and Race Street | AM PM | C C |
| W. San Carlos Street and Lincoln Avenue | AM PM | D C+ |
| W. San Carlos Street and Sunol Street | AM PM | B- B |
| W. San Carlos Street and Bird Avenue | AM PM | C- D |
| Bird Avenue and Auzerais Avenue | AM PM | C C+ |
| Sunol Street and Park Avenue | AM PM | B+ B+ |
| Bascom Avenue and Scott Street | AM PM | B B |
| Bascom Avenue and Parkmoor Avenue | AM PM | C C |

Notes:

¹LOS calculations performed using the CMP level of service analysis program, TRAFFIX, the **1985 Highway Capacity Manual** delay methodology for signalized intersections.

W. San Carlos Street and Buena Vista Avenue has a new signal and has not yet been evaluated.

2.4.4 TRANSIT SERVICES AND FACILITIES

The Santa Clara Valley Transportation Authority (VTA) operates bus and light rail transit (LRT) service in Santa Clara County. Existing bus routes, bus stops, and planned light rail lines and stations are shown on Figure 2-8.

2.4.5 EXISTING TRANSIT SERVICES/FACILITIES

The existing transit services/facilities within the study area include bus routes and bus stops. The bus routes are described below. The bus stop locations and bus route are illustrated in **Figure 2-8**. Most of the bus stops just have benches. Two stops on West San Carlos Street have shelters, one at Bascom Avenue and West San Carlos Street and one on West San Carlos Street between Meridian Avenue and Race Street.

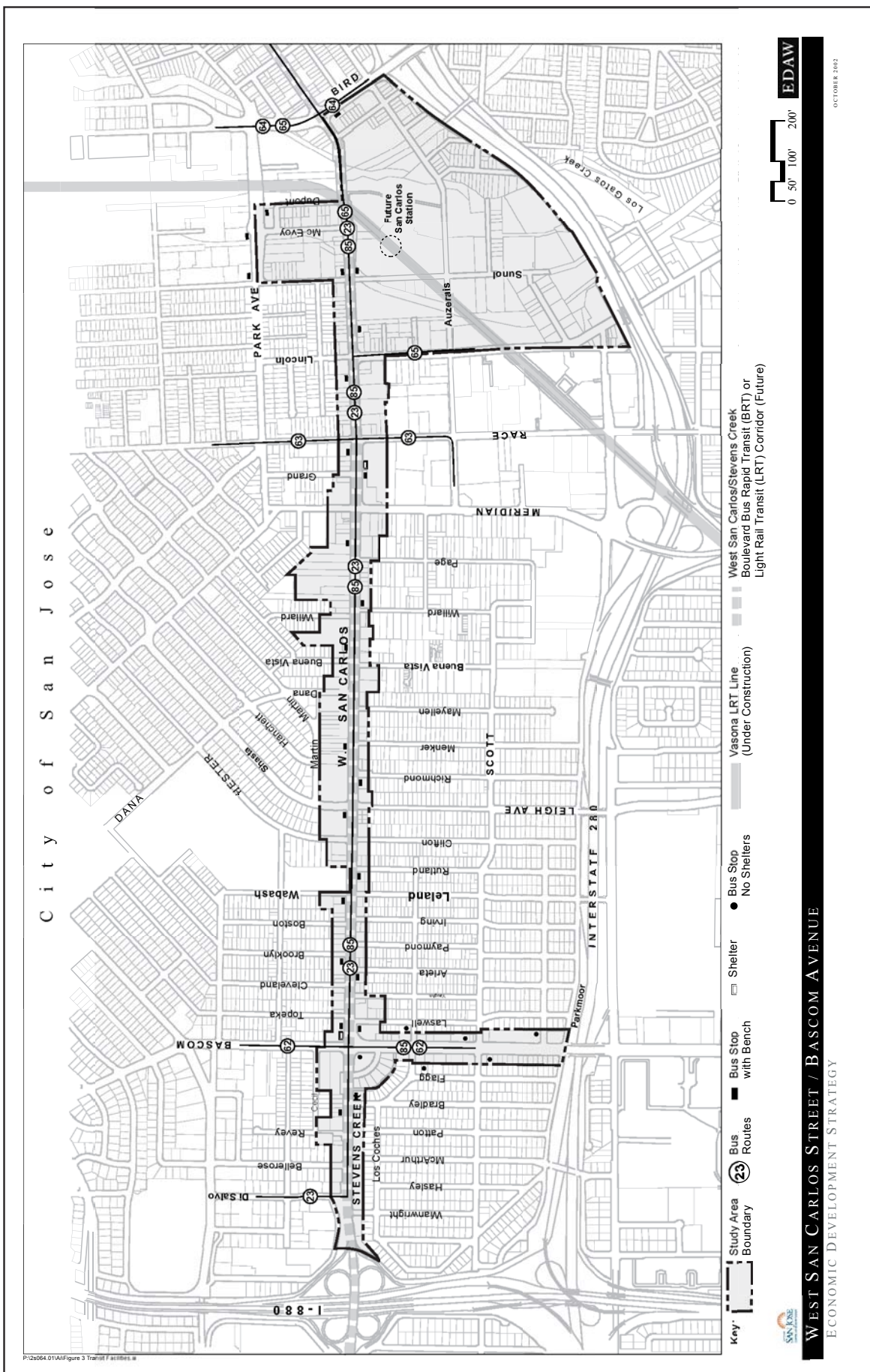
Route 23 provides bus service between downtown San Jose and the San Antonio Shopping Center in Mountain View. Route 23 operates along West San Carlos Street from downtown San Jose to DiSalvo Street. It then operates on Forrest Avenue to the bus transfer station behind Valley Fair Shopping Center. The hours of operation are from 5:00 am to 12:30 am on weekdays with service every 15 to 30 minutes throughout the day. Weekend service is provided from 6:00 am to 12:00 midnight with a service frequency varying from 15 to 60 minutes. Route 23 has approximately 7,500 riders on a weekday and a load factor of 0.69.

Route 62 provides bus service between Los Gatos and Piedmont Hills. Route 62 operates along Bascom Avenue in the study area. The hours of operation are from 5:30 am to 10:30 pm on weekdays and from 6:30 am to 9:30 pm on weekends. Service frequency varies from 15 to 60 minutes. The average number of riders on a weekday is 5,450 with a load factor of 0.49.

Route 63 provides bus service between San Jose State University and Almaden Valley. Route 63 operates Race Street within the study area. The hours of operation are from 5:30 am to 9:30 pm on weekdays and from 8:30 am to 8:00 pm on weekends. The frequency of service is 30 minutes on weekdays and 60 minutes on weekends.

Route 65 provides bus service between San Jose State University and the Almaden light rail transit (LRT) station. Route 65 operates on Lincoln Avenue and the portion of West San Carlos Street between Lincoln Avenue and Bird Avenue. The hours of operation are from 5:30 am to 10:30 pm on weekdays and from 8:00 am to 6:30 pm on weekends. The frequency of service is 30 minutes on weekdays and 60 minutes on weekends.

Route 85 provides bus service between the intersection of Lawrence Expressway and Moorpark Avenue and the intersection of Tenth and Hedding Streets. Route 85 operates along West San Carlos Street to the east of Bascom Avenue and on Bascom Avenue south of West San Carlos Street. The hours of operation are from 5:30 am to 8:00 pm on weekdays and from 9:00 am to 6:00 pm on weekends. The frequency of service is 30 minutes on weekdays and 60 minutes on weekends. Route 85 has approximately 1,750 riders on an average weekday with a load factor of 0.42.



2.4.6 FUTURE FACILITIES

The Vasona Light Rail Project is a 6.8-mile extension to the existing 30.5-mile VTA light rail system. It is anticipated that the project will be built in two phases, adding 11 new stations between Woz Way in Downtown San Jose and Los Gatos. This light rail line will operate primarily on the existing Union Pacific railroad right-of-way, which crosses the Del Monte section of the study area (See Figure 2-9). The line continues to the Diridon train station, where riders can transfer to Caltrain, ACE, AmTrak and the future BART extension and on to San Fernando and San Carlos Streets. The line will continue on the Guadalupe line tracks through downtown San Jose to the Civic Center near Mission Street. The trains will then turn around in the lightrail yard near Younger Street.

The first phase includes the section between downtown San Jose and downtown Campbell. Construction began in March 2001 and service is anticipated to begin in January 2006. Stations will be located at San Fernando Street, San Jose Diridon Station, Race Street, Fruitdale Avenue, Bascom Avenue, Hamilton Avenue, and downtown Campbell. A future station is proposed for West San Carlos Street near the Del Monte packing site. This station should be built concurrently with adjacent development.

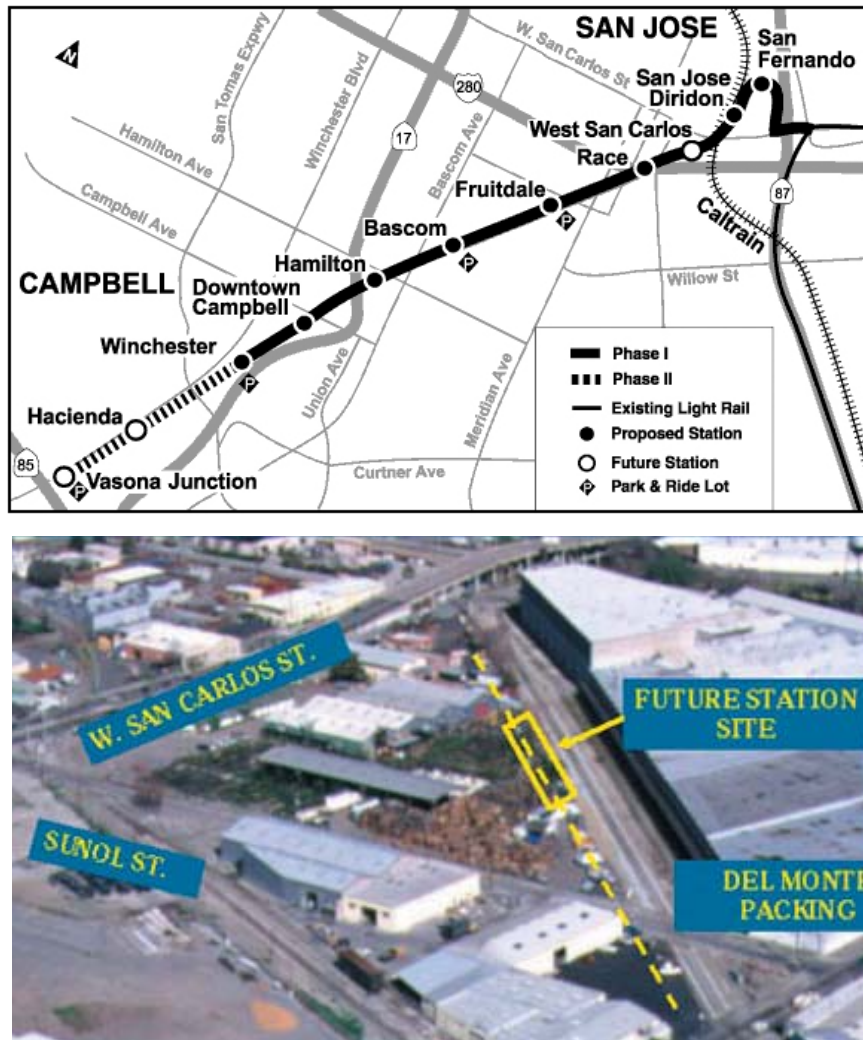
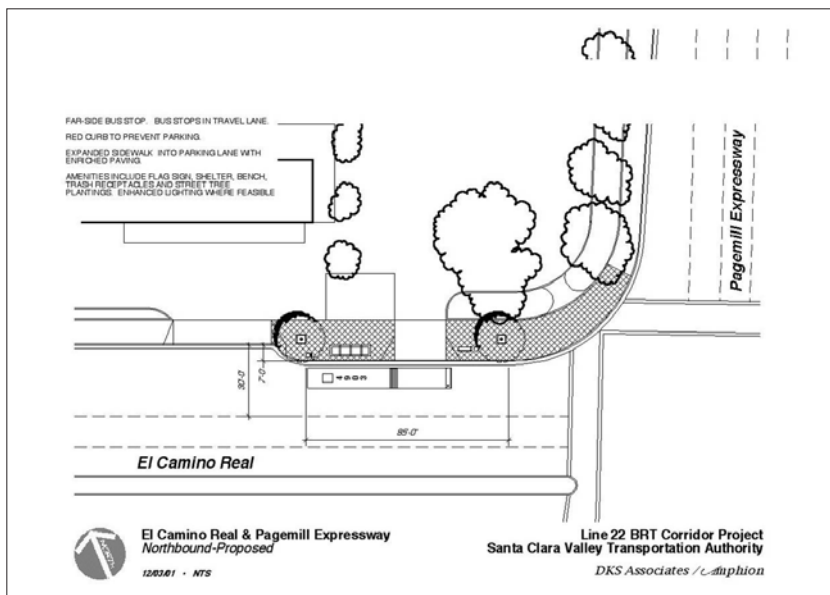


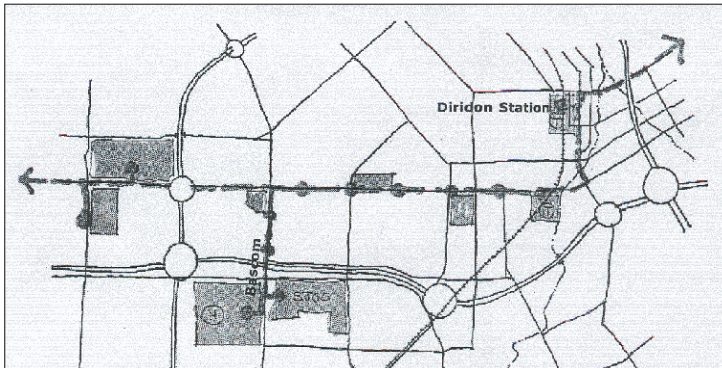
Figure 2-9. Vasona LRT Alignment & Stations

West San Carlos Street/Stevens Creek Boulevard has been identified as a potential future light rail corridor to (primarily) be funded through 2000 Measure A. Light rail on West San Carlos may be operated as mixed-flow, sharing the roadway with vehicles, as opposed to requiring a separate lane (as light rail line does). A Major Investment Study (MIS) will be completed to evaluate a variety of transportation alternatives for this corridor, but has not yet been scheduled. Bus rapid transit (BRT) has also been identified for this corridor. BRT uses large buses, curb bulbouts at stations, and signal priority to provide high-capacity, fast and efficient bus operations. The larger buses can carry more people. The bulbouts provide more room for people waiting for a bus and opens up the sidewalk for pedestrians. They also allow buses to stop in the outside travel lane, which reduces "the pulling over and pulling out" time. The buses are equipped with signal pre-emption devices that turn the traffic signal to green as the bus approaches and reduces the overall travel time. Examples of station layouts from the Line 22 BRT Corridor Project are shown below.



Station layouts from the Line 22 BRT Corridor Project

The **Burbank/Del Monte Neighborhood Improvement Plan** identified a trolley type of service on West San Carlos with an extension down Bascom Avenue as a way to improve public transportation in the area. Community members expressed a preference for historic trolley cars, as opposed to standard light rail cars. As a near-term solution, buses that look like historic trolleys were recommended. The recommended historic trolley route will primarily operate on West San Carlos Street and Bascom Avenue, and would provide connections to the Diridon Station (and downtown San Jose), to San Jose City College and Santa Clara Valley Medical Center, and to regional destinations such as Valley Fair Shopping Center and Santana Row. A feasibility study to confirm the viability of this concept was recommended.



Left, proposed historic trolley route: from Diridon Station to W. San Carlos street and Bascom Avenue (Source: Burbank / Del Monte Neighborhood Improvement Plan) Right, historic trolley in downtown San Jose.

2.4.7 PEDESTRIAN AND BICYCLE FACILITIES

Bicycle facilities include bike paths, bike lanes, and bike routes. Definitions of these facility classifications are presented below:

Bike Paths

Bike paths are paved facilities designated for bicycle use that are physically separated from roadways by space or a physical barrier.

Bike Lanes

Bike lanes are lanes on the outside edge of roadways reserved for the exclusive use of bicycles, and are designated with special signing and pavement markings.

Bike Routes

Bike routes are roadways recommended for bicycle use and often connect to bike lanes and bike paths. Routes are designated with signs only and may not include additional pavement width.

Pedestrian facilities improve safety for pedestrians and can also encourage the use of alternative modes of transportation. These facilities include sidewalks, paths, pedestrian bridges, crosswalks, and pedestrian signals with crosswalks at signalized intersections.

Sidewalks are generally provided on both sides of West San Carlos Street. However, there are a few locations where sidewalks are missing or are interrupted by abandoned driveways. Crosswalks are

provided at all of the signalized intersections. A crosswalk is also provided across West San Carlos Street at Brooklyn Street. Traffic signals are not provided at this crosswalk.

The West San Carlos Street/Bascom Avenue area has a limited number of bicycle facilities. A multi-use bicycle and pedestrian path is planned along Los Gatos Creek. Portions will be constructed as the adjacent properties are redeveloped. Scott Street/Auzerais Avenue has been identified in the **Burbank/Del Monte Neighborhood Improvement Plan** as a major pedestrian/bicycle corridor. Improvements to add sidewalks and to designate these roadways as a bike route are being designed and constructed.

2.4.8 PARKING

The number of parking spaces on West San Carlos Street and on Bascom Avenue and in the parking lots along these streets are summarized in Table 2-3. The used car lots and the Fiesta Lanes lot are not included in this inventory. The numbers of vehicles parking in those spaces were surveyed on weekdays in October and November 2002 during the midday period (11:00 am to 2:00 pm). Only a few block faces were full during the surveys. On the north side of West San Carlos Street, three block faces were 75 percent or more full. On the south side, six block faces were "full." Some of the busiest parking lots included Vertex Appliance, Winston Times, Saver's Thrift Store Center, Falafel's Drive-In, and Hertz/City Canvas. Vehicles parked on the side streets were also surveyed. Significant intrusion into the adjacent residential areas was not observed during the surveys.



Table 2-3. Parking Space Inventory and Midday¹ Demand—West San Carlos Street and Bascom Avenue

| LOCATION | # OF SPACES | # OF PARKED VEHICLES | LOCATION | # OF SPACES | # OF PARKED VEHICLES |
|--------------------------------------|-------------|----------------------|--------------------------------------|-------------|----------------------|
| On Street Parking | | | | | |
| North Side of West San Carlos | | | South side of West San Carlos | | |
| I-880 to DeSalvo | 0 | 0 | Wainwright to MacArthur | 11 | 0 |
| DiSalvo to Bellerose | 1 | 0 | MacArthur to Bradley | 25 | 17 |
| Bellerose to Revey | 5 | 1 | Bradley to Bascom | 0 | 0 |
| Revey to Bascom | 17 | 7 | Bascom to Laswell | 0 | 0 |
| Bascom to Topeka | 0 | 0 | Laswell to Vaughn | 7 | 1 |
| Topeka to Cleveland | 9 | 9 | Vaughn to Arletta | 3 | 3 |
| Cleveland to Brooklyn | 9 | 4 | Arletta to Raymond | 5 | 3 |
| Brooklyn to Boston | 9 | 5 | Raymond to Irving | 14 | 7 |
| Boston to Wabash | 7 | 4 | Irving to Leland | 7 | 6 |
| Wabash to Hester | 13 | 8 | Leland to Rutland | 1 | 1 |
| Hester to Shasta | 3 | 0 | Rutland to Clifton | 7 | 7 |
| Shasta to Dana | 28 | 0 | Clifton to Leigh | 5 | 3 |
| Dana to Buena Vista | 5 | 0 | Leigh to Richmond | 2 | 1 |
| Buena Vista to Willard | 8 | 0 | Richmond to Menker | 10 | 0 |
| Willard to Meridian | 33 | 26 | Menker to Mayellen | 7 | 6 |
| Meridian to Grand | 10 | 2 | Mayellen to Buena Vista | 8 | 0 |
| Grand to Race | 3 | 1 | Buena Vista to Willard | 12 | 7 |
| Race to Lincoln | 21 | 8 | Willard to Page | 17 | 4 |
| Lincoln to Sunol | 24 | 13 | Page to Meridian | 15 | 7 |
| Sunol to McEvoy | 6 | 6 | Meridian to Race | 0 | 0 |
| | | | Race to Lincoln | 0 | 0 |
| Revey | 15 | 15 | Lincoln to Sunol | 20 | 19 |
| Topeka | 2 | 2 | Sunol to McEvoy | 19 | 12 |
| Cleveland | 5 | 4 | | | |
| Brooklyn | 10 | 7 | Wainwright | 4 | 0 |
| Boston | 10 | 3 | Bradley | 6 | 5 |
| Wabash | 4 | 2 | Bascom | 16 | 8 |
| Hester | 10 | 2 | Laswell | 4 | 2 |
| Shasta | 20 | 0 | Vaughn | 6 | 6 |
| Dana | 10 | 4 | Arletta | 1 | 1 |
| Buena Vista | 4 | 0 | Raymond | 4 | 4 |
| Willard | 8 | 4 | Irving | 2 | 1 |
| Grand | 10 | 9 | Rutland | 3 | 3 |
| Race | 27 | 21 | Clifton | 2 | 2 |
| Lincoln | 4 | 0 | Mayellen | 1 | 0 |
| Sunol | 4 | 2 | Buena Vista | 1 | 1 |
| McEvoy | 31 | 21 | Willard | 2 | 2 |
| | | | Page | 5 | 1 |
| | | | Race | 3 | 1 |
| | | | Lincoln | 4 | 2 |
| East Side of Bascom | | | West side of Bascom | | |
| Elliot to Scott | 14 | 8 | Elliot to Scott | 16 | 4 |
| Scott to Basile | 0 | 0 | Scott to Parkmoor | 9 | 4 |
| Basile to Parkmoor | 0 | 0 | | | |
| Elliot | 6 | 4 | Elliot | 5 | 1 |
| Scott | 4 | 3 | Scott | 2 | 1 |
| Basile | 5 | 5 | Parkmoor | 2 | 2 |
| Parkmoor | 7 | 2 | | | |

Table 2-3. Parking Space Inventory and Midday¹ Demand—West San Carlos Street and Bascom Avenue

| LOCATION | # OF SPACES | # OF PARKED VEHICLES | LOCATION | # OF SPACES | # OF PARKED VEHICLES |
|---|-------------|----------------------|--|-------------|----------------------|
| Parking Lots | | | | | |
| North Side of West San Carlos | | | South Side of West San Carlos | | |
| <u>Between McEvoy St. & Sunol St.</u> | | | <u>Between I-880 & MacArthur Ave.</u> | | |
| Sams Downtown Feed & Pet | 20 | 6 | AAA | 3 | 3 |
| 777 W. San Carlos | 6 | 4 | Photography Shop | 4 | 4 |
| Pizza Jacks | 18 | 4 | | | |
| <u>Between Sunol St. & Lincoln Ave.</u> | | | <u>Between MacArthur Ave. & Business Circle</u> | | |
| Vertex Appliance | 15 | 10 | New West Furniture | 7 | 4 |
| Auto Sales | 10 | 4 | Le Voie's | 16 | 12 |
| Delux Driving School | 4 | 4 | Copyland | 3 | 3 |
| All Bright | 4 | 0 | | | |
| Car Stereo Sales | 34 | 10 | <u>Between Business Circle & Bascom Ave</u> | | |
| | | | Saver's Thrift Store Center | 141 | 120 |
| <u>Between Lincoln & Race St.</u> | | | <u>Between Bascom Ave. & Vaughn Ave.</u> | | |
| Winston Tires | 23 | 23 | Babyland | 18 | 8 |
| | | | Western Appliance | 58 | 25 |
| <u>Between Race St. & Grand St</u> | | | <u>Between Vaughn Ave. & Raymond Ave.</u> | | |
| Burger King | 53 | 15 | K&K Music | 12 | 3 |
| <u>Between Grand St. & Meridian Ave.</u> | | | <u>Between Raymond Ave. & Irving Ave.</u> | | |
| Walgreens | 89 | 23 | China Garden | 6 | 3 |
| <u>Between Meridian & Willard St.</u> | | | <u>Between Irving Ave. & Leland Ave.</u> | | |
| San Jose Customs & Classic | 10 | 10 | Bella's Club | 13 | 4 |
| Cascade Mini Storage | 7 | 0 | Coast Auto Insurance/Corv | 18 | 6 |
| Lou's Village | 357 | 36 | | | |
| <u>Between Dana St. & Shasta St.</u> | | | <u>Between Rutland Ave. & Clifton Ave.</u> | | |
| West San Carlos Shopping | 238 | 78 | Antiques Shop | 10 | 4 |
| <u>Between Shasta & Hester</u> | | | <u>Between Clifton Ave. & Leigh Ave.</u> | | |
| Winchester Western Wear | 54 | 15 | Wright Lighting | 7 | 3 |
| Winchester Western Wear | 36 | 3 | | | |
| <u>Between Hester Ave. & Wabash Ave.</u> | | | <u>Between Leigh Ave. & Richmond Ave.</u> | | |
| Kragen | 25 | 8 | Valero Gas Station | 20 | 14 |
| Seoul Market | 8 | 4 | | | |
| <u>Between Wabash Ave & Boston Ave</u> | | | <u>Between Menker Ave. & Mayellen Ave.</u> | | |
| San Carlos Market | 19 | 12 | Romeo's Hair Palace | 3 | 1 |
| <u>Between Boston Ave. & Brooklyn Ave.</u> | | | <u>Between Mayellen Ave. & N. Buena Vista Ave.</u> | | |
| Thrift Store | 34 | 10 | USE Credit Union | 28 | 7 |
| Collectables Outlet | 20 | 4 | Jack in the Box | 28 | 10 |
| <u>Between Brooklyn Ave. & Cleveland Ave.</u> | | | <u>Between N. Buena Vista Ave. & Willard Ave.</u> | | |
| Antique Colony | 42 | 21 | Win Kee Noodle House | 18 | 6 |
| <u>Between Cleveland Ave. & Topeka Ave.</u> | | | Budget Awards | 6 | 4 |
| Hardtailz/Crossroads | 47 | 8 | <u>Between Willard Ave. & Page St.</u> | | |
| | | | Party Time Adult Movies | 14 | 7 |

Table 2-3. Parking Space Inventory and Midday¹ Demand—West San Carlos Street and Bascom Avenue

| LOCATION | # OF SPACES | # OF PARKED VEHICLES | LOCATION | # OF SPACES | # OF PARKED VEHICLES |
|--|-------------|----------------------|---|-------------|----------------------|
| Parking Lots (Continued) | | | | | |
| <u>Between Bascom Ave. & Revey Ave.</u> | | | <u>Between Page St. & Meridian Ave</u> | | |
| Valero Gas Station | 8 | 3 | Meyer Appliance | 10 | 4 |
| Auto Center West | 37 | 26 | | | |
| Glass West | 21 | 11 | <u>Between Meridian Ave. & Race St.</u> | | |
| Jenes Hair Design | 9 | 2 | Safeway/McDonalds | 276 | 140 |
| Auto Mechanic Center/Safi | 3 | 2 | | | |
| Korean Palace | 65 | 18 | <u>Between Race St. & Lincoln Ave.</u> | | |
| | | | Mel Cottons | 118 | 37 |
| <u>Between Revey Ave. & Bellerose Ave.</u> | | | O.C. McDonald | 28 | 27 |
| Falafel's Drive-In | 18 | 17 | | | |
| Greenhouse Florist | 8 | 4 | <u>Between Lincoln Ave. & Sunol St.</u> | | |
| | | | T&D Auto Care | 4 | 2 |
| <u>Between Bellerose Ave. & DiSalvo Ave.</u> | | | | | |
| Eye Clinic | 7 | 0 | <u>Between Sunol St. & Bird Ave.</u> | | |
| Hub Cap City | 8 | 4 | Hertz/City Canvas | 28 | 28 |
| | | | | | |
| East Side of Bascom | | | West Side of Bascom | | |
| <u>Between Business Center & Elliot St.</u> | | | <u>Between Business Center & Elliot St.</u> | | |
| Check Cashing | 5 | 2 | Juicy Burger | 16 | 8 |
| Pink Puddle | 27 | 9 | | | |
| Tacos Al Carbon | 33 | 16 | <u>Between Elliot St. & Scott St.</u> | | |
| | | | Pool Yard | 6 | 4 |
| <u>Between Elliot St. & Scott St.</u> | | | Tip Top Liquors | 15 | 12 |
| Farmers Insurance | 10 | 5 | San Jose Art | 16 | 8 |
| Cartex One Stop Auto | 4 | 3 | Antique Market | 26 | 5 |
| | | | | | |
| <u>Between Scott St. & Basile Ave.</u> | | | <u>Between Scott St. & Parkmoor Ave.</u> | | |
| Baglin Chiropractic | 4 | 1 | Gil Caravaca Graphics | 7 | 3 |
| The New Club Four | 27 | 8 | West Valley Therapeutic Ce | 7 | 4 |
| Ritz Cleaners | 29 | 19 | San Jose Tuxedo | 3 | 0 |
| Apatzingan Mercado Y Taqi | 10 | 7 | Exact Cuts | 4 | 0 |
| | | | 519 Bascom St. | 3 | 2 |
| <u>Between Basile Ave. & Parkmoor Ave.</u> | | | JK Masonry | 1 | 1 |
| Skin Diving | 10 | 4 | CBM Typewriters | 3 | 2 |
| | | | New House Beauty Salon | 8 | 4 |
| | | | Glass and Mirror Company | 8 | 1 |
| | | | Rejuvenating Beauty Salon | 2 | 0 |
| | | | Audiowerk Car Stereo Sale | 2 | 2 |

¹ Weekday midday between 11:00 am and 2:00 pm. Surveys conducted in October and November 2002.

2.5 Economic and Market Context

West San Carlos Street hosts a range of commercial activities and businesses that includes building supplies, motorcycles, antiques, Hispanic food stores and numerous others. While businesses on the corridor are varied and typically serve a budget-conscious customer base, the street lies just east of the large-scale high end retail projects of Valley Fair Mall and Santana Row. On West San Carlos Street, the varied auto-oriented development pattern has lent itself primarily to a variety of smaller independent and chain businesses serving both local and destination customers.

This section gives an overview of the economic conditions surrounding West San Carlos Street to provide a context for both current and future market opportunities for the corridor. This information serves to define the street's market position relative to other areas in the city and also provides a picture of the market forces that drive development on the street. Following the descriptions of the street's major commercial characteristics (below) the demographic analysis shows generally what types of people live in the area and are served (or not served) by the businesses on West San Carlos.

2.5.1 CURRENT BUSINESS CHARACTER BY SUBAREA

The three subareas of West San Carlos have very different commercial functions and business activities that set them apart. While the auto and antique business clusters are fairly obvious even upon a quick drive through the area, other business categories are not so easily noticed, either because they are physically dispersed or because their grouping of similar businesses is not so readily apparent. Although overlap in goods and services does exist, the general thematic differences of the three subareas suggests different economic development strategies. Their general differences are characterized below.

Del Monte Subarea

The Del Monte section of West San Carlos has a long-standing history as an industrial area and its somewhat fragmented and loose development pattern will likely experience the most change in overall identity given high level of residential development that is currently underway in the vicinity, and planned for this end of the corridor around the former cannery site; over 650 new units will be constructed in this area in the next two to three years alone. Currently, businesses in this subarea are primarily oriented to destination customers, with a focus on service, repair and suppliers in the auto and construction-related businesses. Business categories include contractors and iron works. There are a few local-serving businesses such as restaurants and personal services as well. The Safeway-anchored neighborhood shopping center is located on West San Carlos at Meridian, at the edge of the subarea, and serves the surrounding neighborhoods as well as through auto traffic. This subarea has the weakest business character relative to the other subareas, and is currently in transition in regards to its future identity.

Mid-Corridor Subarea

The Mid-Corridor area, like much of West San Carlos, is home to numerous auto-related uses, primarily used auto lots on the south side of the street. West San Carlos Center, a strip center occupying an entire block, serves as the main focus of the Mid-corridor and sets the tone for the area. Interviews with business owners and information about the current array of businesses indicate that other stores in Mid-Corridor primarily serves the lower income households in the Buena Vista neighborhood to the south rather than the more affluent residents of the Shasta Hanchett neighborhood to the north. The West San Carlos Shopping Center currently provides a wide range of neighborhood goods, including groceries, laundry, clothing stores, and restaurants. The center is also home to destination businesses such as South Bay Paints, See's Candies and Rent-A-Center. While several of these destination businesses have operated in this area for years, they serve a loyal clientele and do not usually depend on co-location with other destination businesses for business.

This section of West San Carlos would ideally continue to be a place for primarily local-serving businesses whose clientele comes from the surrounding neighborhoods. The physical constraints of the West San Carlos Shopping Center, which has a generic, strip-center visual aspect, recommend it for local-serving uses. Sections of West San Carlos with more visual character and a higher concentration of destination businesses are more suitable for additional destination businesses.

Burbank Subarea

The Burbank subarea possesses a unique visual character, boasting a concentration of mid-century buildings and signs from the 1950's and 60's eras. A variety of destination businesses and business clusters on West San Carlos Street and Bascom Avenue are complemented by other local-serving services and restaurants. Business clusters are groupings of stores and services that provide similar or complementary products and whose co-location is often mutually beneficial because it draws greater numbers of people than a stand-alone business. Antique stores are most well-represented in this area, while other smaller agglomerations of retailers include hip, alternative businesses such as comic books and tattoos, furniture, second-hand and vintage clothing and adult businesses. Similar to the Mid-corridor subarea, there are unique destination businesses here that are long-standing and serve a loyal clientele, such as Falafel's Drive-In and Time Deli.

2.5.2 DEMOGRAPHIC OVERVIEW

As a starting point for assessing the demand for new retail and housing, and for defining the character of West San Carlos neighborhoods this demographic profile shows major characteristics of West San Carlos Street area residents. Using US Census information, this demographic overview profiles West San Carlos Street area residents. The geographic boundaries of the retail trade areas defined for purposes of this analysis are illustrated in Figure 2-10.

- Table 2-4 shows the major demographic characteristics of all West San Carlos Street area residents compared to the larger region. For general context this analysis compares the roughly 1.5 mile primary trade area surrounding West San Carlos Street to the city and the county.
- As background for a detailed examination of the potential for local-serving commercial uses, the second section examines the neighborhoods surrounding three subareas outlined in the previous section: Del Monte, Mid-Corridor (includes both Shasta Hanchett and Buena Vista neighborhoods) and Burbank. These neighborhoods include those residents who make up the local trade area of the street.

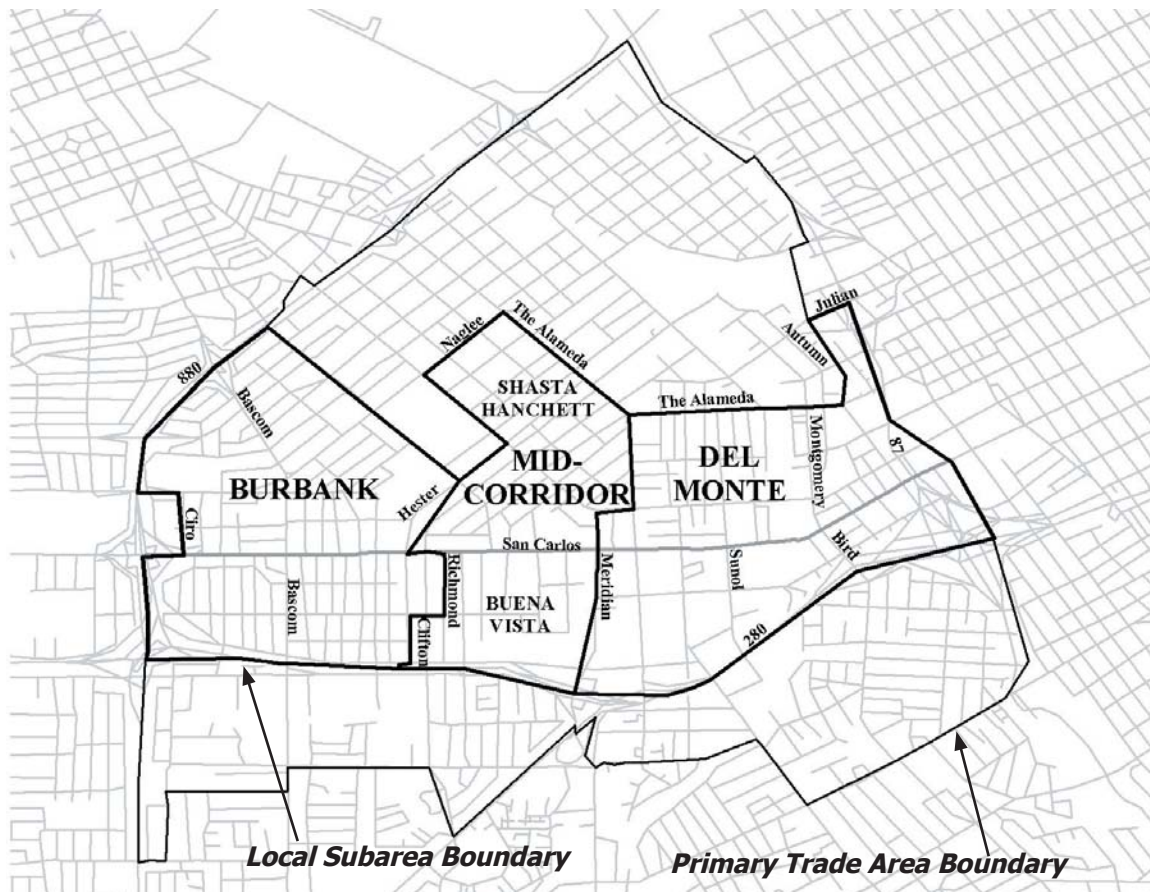


Figure 2-10. West San Carlos Primary Trade Area and Local Subareas

West San Carlos Primary Trade Area Compared to San Jose and Santa Clara County

- Population in the West San Carlos Trade Area increased from 35,400 to 39,700 between 1990 and 2000, for an overall increase of slightly more than 12 percent. (not shown in table)
- Household incomes in the Primary Trade Area are lower than City and County incomes; however, household sizes are also significantly smaller. (see Table 2-5)

- There is a smaller share of family households (57.6 percent) in the Primary Trade Area than in the City or the County. (see Table 2-5 below)
- The home ownership rate in the Primary Trade Area is much lower than in the City or the County. (see Table 2-4 below)

Table 2-4. General Household Characteristics of West San Carlos Compared to San Jose and Santa Clara County

| 2000 Census | West San Carlos Primary Trade Area | San Jose | Santa Clara County |
|--------------------------------|------------------------------------|----------|--------------------|
| Average Household Size | 2.64 | 3.20 | 2.92 |
| Average Household Income | \$68,910 | \$85,222 | \$96,293 |
| % Families | 57.6% | 73.6% | 69.9% |
| % Owner-Occupied Housing Units | 38.3% | 61.8% | 59.8% |

Source: Census 2000

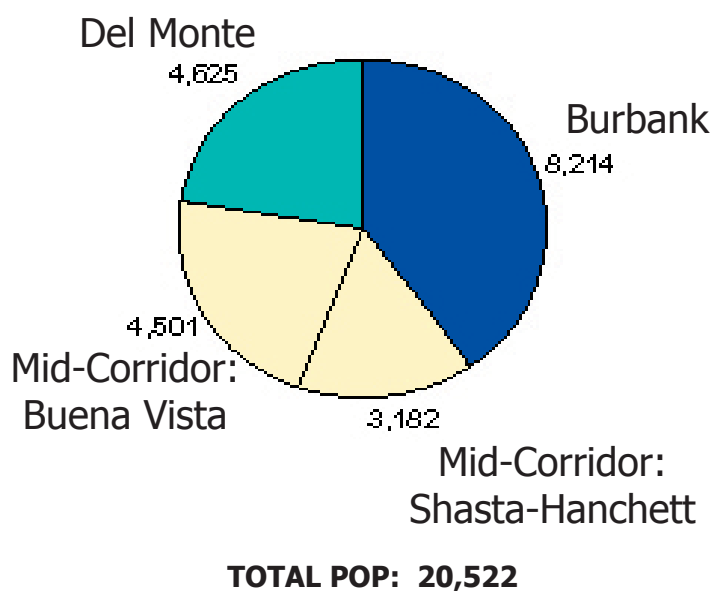
Subareas and Surrounding Neighborhoods

For the purpose of analyzing the market for local-serving retail, the three subareas of West San Carlos street whose surrounding neighborhoods make up the local market are analyzed below; subareas and neighborhoods are shown in Figure 2-10. 2000 Census information shows that neighborhoods around the three subareas possess a wide range of socioeconomic characteristics.

Figure 2-11 details the population breakdown of the local trade area by its three local subareas.

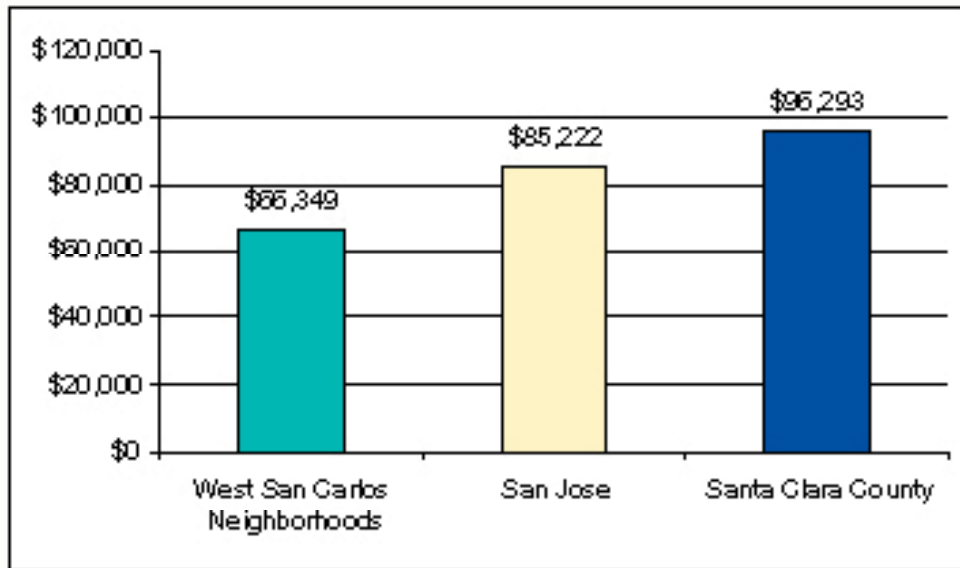
Figure 2-11. Population of 3 Local Subareas for West San Carlos Street, 2000

Source: Census 2000



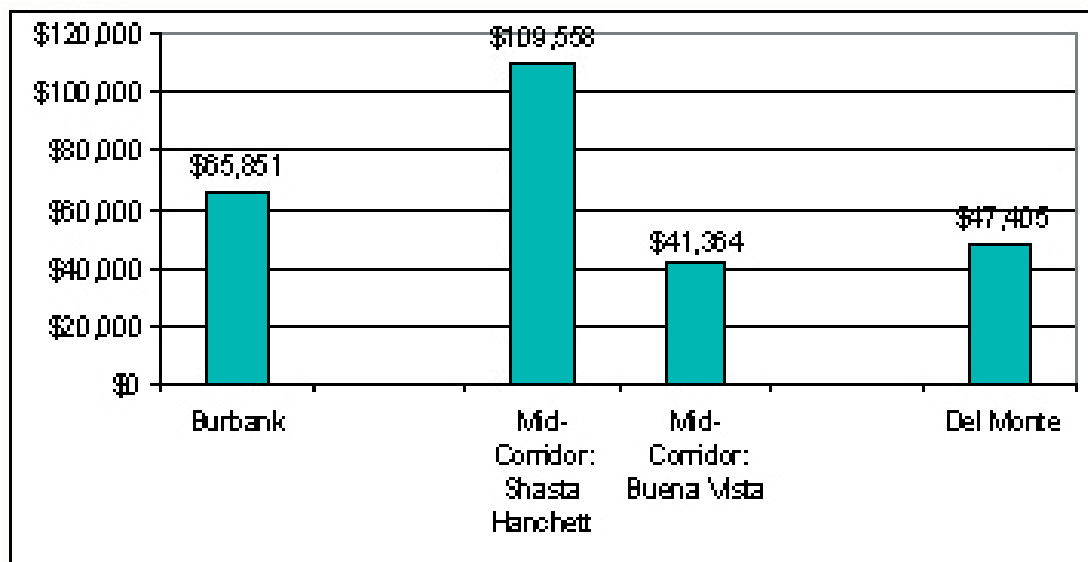
While the average annual household income for the West San Carlos Street subareas is well below that of the City and the County, average incomes among the different neighborhoods comprising the three subareas range from very high to very low (see Figure 2-12 and Figure 2-13 below).

Figure 2-12. Average Annual Household Incomes in West San Carlos Neighborhoods Compared to City and County, 2000.



Source: Census 2000

Figure 2-13. Average Annual Household Incomes in West San Carlos Neighborhoods, 2000



Source: Census 2000

Household sizes also vary considerably, with the lowest average household size in the highest income neighborhood (Shasta Hanchett), and the highest average household size in the lowest income neighborhood (Buena Vista.)

The household characteristics of the Mid-corridor north of West San Carlos (Shasta Hanchett) are strikingly different from Mid-corridor south of West San Carlos (Buena Vista), as shown in Table 2-5 below.

Table 2-5. Major Population Characteristics of the West San Carlos Local Subareas, 2000.

| | Burbank | Mid-Corridor: Shasta Hanchett | Mid-Corridor: Buena Vista | Del Monte | Total West San Carlos Local Trade Area |
|--------------------------------|----------------|--|--|----------------------|---|
| Avg. Household Size | 2.55 | 2.44 | 3.22 | 2.74 | 2.69 |
| Avg. Annual HH Income | \$65,851 | \$109,558 | \$41,364 | \$47,405 | \$66,349 |
| Per Capita Income | \$25,839 | \$44,966 | \$12,829 | \$17,322 | \$24,620 |
| % Families | 22.3% | 61.0% | 64.0% | 50.7% | 57.5% |
| % Owner-Occupied Hsg. Units | 47.0% | 65.7% | 18.7% | 25.9% | 40.3% |

Source: Census 2000

Racial and ethnic composition of the individual local subareas varies widely, as shown in Table 2-6 below, while the total combined local subareas are 60 percent White Race, 22.4 percent Other Race, 6.5 percent Asian Race and 44.4 percent ethnic Hispanic or Latino.

Table 2-6. Major Race and Ethnicity Categories for the West San Carlos Local Trade Subareas, 2000

| | Burbank | Mid-Corridor: Shasta Hanchett | Mid-Corridor: Buena Vista | Del Monte | Total West San Carlos Local Trade Area |
|------------------------------|----------------|--|--------------------------------------|----------------------|---|
| White Race | 5,526 | 2,483 | 2,104 | 2,283 | 12,396 |
| | 67.3% | 78.0% | 46.7% | 49.4% | 60.4% |
| Asian Race | 688 | 168 | 204 | 268 | 1,328 |
| | 8.4% | 5.3% | 4.5% | 5.8% | 6.5% |
| Other Race | 1,199 | 280 | 1,634 | 1,484 | 4,597 |
| | 14.6% | 8.8% | 36.3% | 32.1% | 22.4% |
| Hispanic/Latino Ethnicity | 2,715 | 720 | 3,012 | 2,655 | 9,102 |
| | 33.1% | 22.6% | 66.9% | 57.4% | 44.4% |

Source: Census 2000

Median ages for the subareas are not available. Age distribution for the combined local neighborhoods, however, shows that there is a slightly higher proportion of persons 65 years and older compared to the City (10.4 % compared to 8.3 %), and a slightly lower percentage of persons 6 to 17 years.

Table 2-7. Age Distribution in West San Carlos, City and County, 2000

| | West San Carlos Neighborhoods | | San Jose | | Santa Clara Co. | |
|--------------------|-------------------------------|-------|----------|-------|-----------------|-------|
| | # | % | # | % | # | % |
| 0-5 years | 1,567 | 7.6% | 68,243 | 7.6% | 119,418 | 7.1% |
| 6-17 years | 3,400 | 16.6% | 167,881 | 18.8% | 296,984 | 17.7% |
| 18-34 years | 5,991 | 29.2% | 249,892 | 27.9% | 455,040 | 27.0% |
| 35-54 years | 6,140 | 29.9% | 267,134 | 29.8% | 515,598 | 30.6% |
| 55-64 years | 1,285 | 6.3% | 67,933 | 7.6% | 135,018 | 8.0% |
| 65 years + | 2,139 | 10.4% | 73,860 | 8.3% | 160,527 | 9.5% |

Source: Census 2000

Age distribution among the subareas, shown below in Table 2-8 below, shows some significant variation. For example, the Burbank subarea has a high proportion of seniors while the south portion of the Mid-Corridor subarea has a high proportion of persons under 17. The north Mid-Corridor subarea has the highest percentage share of persons 35 to 54 years old.

Table 2-8. Age Distribution by Local Subarea, 2000

| | Burbank | | Mid-Corridor: Shasta Hanchett | | Mid-Corridor: Buena Vista | | Mid-Corridor Total | | Del Monte | |
|--------------------|---------|-------|-------------------------------|-------|---------------------------|-------|--------------------|-------|-----------|-------|
| | # | % | # | % | # | % | # | % | # | % |
| 0-5 years | 568 | 6.9% | 213 | 6.7% | 426 | 9.5% | 639 | 8.3% | 360 | 7.8% |
| 6-17 years | 1,246 | 15.2% | 429 | 13.5% | 917 | 20.4% | 1,346 | 17.5% | 808 | 17.5% |
| 18-34 years | 2,113 | 25.7% | 749 | 23.5% | 1,653 | 36.7% | 2,402 | 31.3% | 1,476 | 31.9% |
| 35-54 years | 2,529 | 30.8% | 1,200 | 37.7% | 1,124 | 25.0% | 2,324 | 30.2% | 1,287 | 27.8% |
| 55-64 years | 586 | 7.1% | 216 | 6.8% | 190 | 4.2% | 406 | 5.3% | 293 | 6.3% |
| 65 years + | 1,172 | 14.3% | 375 | 11.8% | 191 | 4.2% | 566 | 7.4% | 401 | 8.7% |

Source: Census 2000

Demographic Summary

The approximately 20,500 people near West San Carlos Street represent a substantial market for local businesses. As the demographic information shows however, this market is incredibly diverse, and the differences among the neighborhoods also reflect different markets for commercial goods and services.

The Buena Vista and Del Monte neighborhoods show rather low overall median household incomes. At the opposite end of the spectrum, Shasta Hanchett households have very high household incomes. Age characteristics also show variation by neighborhood, with a higher proportion of young people in Buena Vista and Del Monte, and a higher representation of seniors in Burbank. Also notable is the high proportion of Hispanic residents in Buena Vista neighborhoods in contrast with the lower share of this group in the Burbank and Shasta Hanchett neighborhoods. However, it is important to note that area-wide nearly 45 percent of the population (over 9,000 residents) identifies as Hispanic.

West San Carlos Street thus faces the challenge of serving as the local “common ground” for widely different neighborhoods. Defining, supporting and attracting businesses that have strong community support from seemingly divergent socioeconomics groups (seniors versus youth; high income versus low income), has been an ongoing challenge for the street and its businesses. The socioeconomic variations among West San Carlos neighborhoods translate into some differences in demand for local goods and services. Later in this chapter the business types with potential are reviewed in terms of their viability and suitability from the standpoint of the local neighborhoods.

2.5.3 REAL ESTATE MARKET OVERVIEW

The current real estate market on West San Carlos Street is another indicator of its fragmented identity and some of the physical and image problems the corridor faces. This section gives some performance indicators of West San Carlos street’s market position for retail and housing as a basis for what types of future development could be successful on the street. While some limited local office space does exist, office development is not a focus for the corridor and is not covered in this analysis. Indicators for West San Carlos’ relative market position include rent and sales price information, property listings, broker and developer interviews, First American Real Estate Solutions data (FARES) home price data, and the West San Carlos Street Neighborhood Business Association website. Most of the research for this report was completed in August 2002.

Existing Retail Real Estate Conditions

The market for commercial space along West San Carlos is a ‘lower tier’ market, with rents below those of other nearby commercial areas. Major high end destination retail developments are located just west of West San Carlos across I-880 at Valley Fair Mall and Santana Row. To the east, downtown San Jose is another major retail node in the midst of an effort to bolster and attract more high end retail. San Jose is currently considered to be saturated in the high end segments of retail stores. West San Carlos Street’s destination businesses fill a very different market niche than the high end retail nearby. They provide a wide range of goods and services and typically target a lower income customer base than nearby destination retail. These differences are reflected in rents that are on average less than 25% of the rent levels at Valley Fair and Santana Row. Retail rents (triple net) on West San Carlos generally range from \$1.35 to \$2.00 per square foot monthly. By comparison, monthly rents for shop space in the nearby neighborhood retail district on The Alameda range from \$2.00 to \$2.75 per square foot. Rents and sales prices on West San Carlos have increased approximately 25% to 35% during the last 10 years. Still, many buildings on West San Carlos today are older and in need of significant maintenance and upgrading.

Sales prices have reportedly increased as well over the last several years. Since 1999 a total of 20 properties were sold on the corridor (County Assessors data reported by First American Real Estate Solutions). Complete listings were available for a total of 14 properties (7 in the City and 7 in the County). The median sale price per square foot of land for all 14 listings was \$63. The highest sale price was a business sale for \$183 per square foot – a 4,000 square foot building on .11 acre. The lowest sale price was \$7 psf for 0.3 acres including a 400 square foot building.

Brokers report that leasing space can be difficult on the corridor, due primarily to physical issues relating to the individual space. For example, in West San Carlos Shopping Center spaces for lease in the 4,000 to 5,000 square feet range are either too large or too small for most users in today's retail market: Space was carved out for previous retail generations (mid-sized grocery stores, apparel stores, etc.) and is now difficult to market. Another factor contributing to unfilled vacancies is that owners are often reluctant to sign tenants without strong credit, and would rather leave space vacant than take the risk associated with an unproven track record. Thus, while restaurants and ethnic food markets may show interest, they often represent too great a risk for the owner.

While West San Carlos has been a lower tier retail market, the addition of new households in the Del Monte area will inevitably create a larger local market with retail rent levels closer to those at the new Avalon mixed use projects on The Alameda. The lower rents on West San Carlos are in part a result of the physical obsolescence issues of many buildings such as short bay depths and small street frontages. The introduction of more mixed use and residential development on West San Carlos Street will serve to both improve the area's identity and create a greater market for goods and services, which will in turn stimulate private investment and possibly reconfiguration of obsolete buildings.

It is also likely that development in the Del Monte area will be the catalyst for other smaller residential projects further west. New residential development combined with physical improvements will do much to improve the retail climate on West San Carlos.

Newer Mixed Use Comparable Projects

Because mixed use development with ground floor retail is a development type that would likely improve both the business climate and real estate market on West San Carlos street, the new Avalon mixed use projects nearby on The Alameda and Legacy Park on West San Carlos were surveyed for performance measures of ground floor retail. The tenancing strategy for the Avalon mixed use projects at Avalon on The Alameda and Avalon at Cahill Park (both located north of the Strategy Plan Area on The Alameda) have targeted both chain and local independent businesses serving the project residents and the greater neighborhood. Many smaller stores are attracted to ground floor locations in mixed use projects whose predominant demographic is young people and couples. These projects feature primarily food and personal services businesses.

Avalon at Cahill Park on The Alameda:

- Ground-floor retail space over 7,000 square feet, occupied by Bay Street Coffee, Quiznos, a dry cleaner and a large high end restaurant (tenant improvements for the restaurant are underway).
- Rents average \$2 NNN (triple net) per square foot.

- Because the project is located in a 'transition area' instead of an established residential neighborhood, the space was slower to lease up than Avalon on the Alameda.

Avalon on The Alameda:

- Ground-floor retail space over 14,000 square feet in 10 spaces. Tenants are: Blockbuster, Papa John's, Cingular, Starbucks, hair salon, beauty supplies, bakery, florist, and a dry cleaner.
- Rents average \$2.10 NNN per square foot.

Legacy at Museum Park located at the eastern end of West San Carlos has had difficulties leasing its ground floor retail space. The poor performance of the retail space is attributable to several factors;

- The area is in transition and still retains many light industrial uses. The manager states that a neighboring car lot does not help the project's image.
- The residential units are leasing very slowly since they came online during a slowing rental market.
- Much of the retail space occupies the ground floor of a live/work unit with the residential unit upstairs. The retail space in these units is less than 300 square feet and too small for most tenants.

Some General Issues for Smaller Retailers in Today's Retail Market

While West San Carlos should clearly continue to be primarily a place for small independent and chain retailers, overall retail trends pose significant challenges to these types of businesses. Consolidation in the retail industry has diminished the supply of retailers that occupy spaces smaller than 5,000 square feet. Since smaller stores are increasingly dependent on high sales volumes to compensate for shrinking profit margins, chain retailers like apparel stores prefer to locate in areas with a critical mass of other retailers, such as malls, power centers and downtowns, where high numbers of shoppers are virtually guaranteed. In today's competitive retail climate the pool of certain retail categories such as grocery, women's apparel, and florists is much smaller than it was even fifteen years ago. Such stores can only survive when there are very high incomes or very high density of people nearby. Retail brokers tend to agree that the vast majority of small space (under 3,000 square feet) is occupied by restaurants and other prepared foods. On West San Carlos Street and other older commercial corridors with shallow lot development or other obsolescence issues many retailers depend upon low rent and overhead costs to continue operating.

The following analysis provides an estimate of local buying power in the general category of 'Food Away from Home' for the Mid-Corridor area. This analysis serves to gauge the magnitude of demand coming from local residents for more eating places, and serves as a starting point in defining the depth of the market for local retail.

Near-term Potential for New Retail on West San Carlos

This section looks at viability issues for specific retail types that could potentially locate on West San Carlos Street. First, the critical differences between local and destination retail are defined. Then, since West San Carlos street frontage space is constrained by size, general issues for all smaller retailers in today's retail market are explained as a background for the demand analysis that follows. The 'buying power' demand analysis focuses on the category of eating places,

TYPES OF BUSINESSES DESIRED ALONG WEST SAN CARLOS STREET

- *Fewer chain stores, more family-owned businesses*

Desired Retail Services (General)

- *Car wash*
- *Laundry mat (clean and well kept)*
- *Bank with ATMs*
- *Gardens, florists, nursery*
- *Bike store along the future bike route (near Los Gatos Creek)*
- *Expanded Flora Mart to create a regional draw and draw SF customers*
- *Book store*
- *Quality beauty salon*

Desired Art & Crafts

- *Architectural antiques*
- *Art Galleries/ art stores*
- *Art / pottery / ceramics (e.g. Petroglyphics)*
- *Craft / art store (e.g. Michael's)*
- *Bead store (with Bohemian appeal)*
- *Boutiques – places to buy gifts and cards*
- *Design offices (i.e. landscape architects, interior design, etc)*

Desired Food and Dining

- *Peet's Coffee*
- *Restaurants / Cafés*
- *Outdoor eating spaces*
- *Natural food store*
- *Bakery / restaurant*
- *Old-fashioned ice cream parlor (e.g. Cold Stone Creamery)*
- *Trader Joe's or similar specialty grocer*
- *A good small grocery store*

Desired Entertainment

- *Movie theater (i.e. art house films)*
- *Pubs with music (i.e. like the old Saddlerack)*
- *Night life (i.e. small places for live music and stand-up comedians)*
- *Theater for Lincoln HS to put on plays/musicals (currently lack a stage)*
- *History museum – celebrate the Canneries (historically, Valley of the Hearts Delight)*

Desired Other

- *Batting cages*
- *Mixed-use (i.e. artist live-work housing/lofts & ground-floor retail)*

and is given primarily to illustrate the principles of supply and demand as they apply to local retail. Following the demand analysis different retail types, most of which were suggested during the CAC workshops, are 'market-tested' in a qualitative fashion which outlines any key issues regarding market and compatibility issues with West San Carlos Street.

Retail Demand Analysis

Following is a retail demand analysis with three major components: First, a quantitative buying power analysis examines the local demand for the most prevalent key anchor use in local-serving retail areas today: eating and drinking places. Next is a qualitative review of some retail ideas that were suggested by the community: these supporting uses are reviewed qualitatively because demand data are either lacking or are not helpful from the standpoint of market feasibility. Third, the major issues facing some major regional clusters on West San Carlos street are reviewed to give an idea of their strengths and vulnerabilities.

Assessing the Demand for Local-serving vs. Regional Retail on West San Carlos

Local-serving retail meets the needs of the surrounding neighborhood by offering primarily convenience-oriented goods and services to local residents. Regional retail, by definition, attracts customers from a much wider and more variable trade area whose boundaries depend upon many factors other than geography. In the case of regional retail stores located on an older commercial strip like West San Carlos Street, it is most useful to examine general market trends for existing categories of stores and to focus on the unique elements of the overall identity and drawing power of the area.

A general demand estimate for local-serving retail stores accounts for:

- demographics and buying power of the surrounding neighborhoods
- the supply of stores already located in the vicinity of residents.

Because customer demand for a regional or destination specialty store is geographically dispersed, many different factors contribute to its drawing power including:

- general market trends affecting the category of retail stores
- proximity of competition for the same category of goods being offered
- the overall vitality and drawing power of the area/commercial node in which it is located

Market Feasibility: Buying Power Estimate for 'Food Away from Home' in the Mid-Corridor Subarea

This section gives a brief feasibility analysis for eating and drinking places, the business type that is one of the most viable options for local-serving Mid-Corridor retail. In the current retail climate food uses (cafes, restaurants) are usually the key anchors in an area's local-serving retail mix. The analysis takes into account the buying power of the local neighborhood, the current supply of restaurants, and then assesses whether local demographic factors show a match between supply and demand.

Buying power of area households was obtained from the California Bureau of Labor Statistics and Claritas, Inc. and is shown in Table X below. The 'Food Away from Home' category includes all unpackaged prepared foods that are usually served in an eating establishment (such as a restaurant, café or kiosk). According to estimates, buying power of households in the category of 'Food Away from Home' amounts to \$6,975 annually per Shasta Hanchett household and \$4,850 per Buena Vista household. Strategic Economics uses an assumption of 15% of all Food Away from Home sales as a reasonable estimate of the potential expenditures of Mid-Corridor households at West San Carlos eating establishments. This sales capture rate is then used to estimate total square feet of supportable restaurants, cafes, etc. In the aggregate, total Food Away from Home expenditures for all Shasta Hanchett and Buena Vista neighborhoods amounts to \$15,879,950. Using the 15 percent capture rate, the total expenditures in local eating places could be \$2,381,993. This dollar amount corresponds to 8,500 to 13,500 square feet of supportable 'Food Away from Home' establishments, depending upon whether liquor is sold on the premises (see Table 2-9 below). The current supply of restaurants in the Mid-Corridor subarea falls within this range, however, the supply of restaurants does not match the character of demand from a large element of the population in the surrounding neighborhood. This demand estimate also excludes local employee patronage and destination customers from other areas who would add to the customer base of a marketable restaurant.

Table 2-9. Household 'Food Away from Home' Expenditures and Buying Power

| | Shasta/ Hanchett | Buena Vista | TOTAL |
|--|-----------------------------|------------------------|--------------|
| Average Household Income (2000) | \$109,558 | \$41,364 | |
| # Households | 1,306 | 1,396 | 2,702 |
| Annual HH 'Food Away from Home' Expend. | \$6,975 | \$4,850 | \$11,825 |
| Aggregate "Food Away from Home" | \$9,109,350 | \$6,770,600 | \$15,879,950 |
| Capturable Sales (15% of Total Expenditures) | \$1,366,403 | \$1,015,590 | \$2,381,993 |
| Supportable Sq. Ft. | | | |
| Restaurant w/Liquor psf sales \$282 | 4,845 | 3,601 | 8,447 |
| Restaurant w/oLiquor psf sales \$175 | 7,808 | 5,803 | 13,611 |

Sources: Census 2000; Claritas Inc.; Bureau of Labor Statistics; Strategic Economics, 2003.

Existing Supply of Restaurants in Mid-Corridor SubArea

There are a number of eating establishments in the neighborhood. They include Lou's Village, Win Kee Noodle House, Palapas Deli-Café, El Papucho Mexican Restaurant, and Orient Express Chinese Fast Food. Jack-in-the-Box is the only fast food establishment in the Mid-Corridor subarea and is not included in this demand estimate because it fills a different market niche and customer base (drive-thru) than full service restaurants. It is likely that the combined square footage of existing restaurants falls within the range of supportable square footage, estimated above to be between 8,500 and 13,500 square feet. However, the demographics of area residents indicate that there is some mismatch between the restaurants currently in the area and the market demand of a significant share of the population.

Demand for Different Types of Restaurants

While there is certainly some overlap in patronage, the general socioeconomic differences between Buena Vista and Shasta Hanchett neighborhoods tend to generate demand for different types of restaurants. With the possible exception of Lou's Village, which is largely a destination restaurant, the current range of restaurants in the Mid-Corridor subarea responds more to the budget-conscious consumer that most likely lives in the Buena Vista neighborhood rather than the Shasta Hanchett resident.

Some demographic characteristics that highlight the differences and similarities between the typical Shasta Hanchett household and those in Buena Vista are:

- On average, households in Shasta Hanchett earn more than 2.5 times the annual income of Buena Vista households.
- On average, households in Buena Vista are substantially larger (3.22 persons) than Shasta Hanchett households (2.44 persons).
- Both neighborhoods consist predominantly of family households.
- The population in Buena Vista is predominantly ethnic Hispanic (67 percent) while Shasta Hanchett is only 23 percent Hispanic.
- Shasta Hanchett is 78 percent White race while Buena Vista is 47 percent White race.
- Buena Vista has a much higher proportion of teens, children and young adults, while Shasta Hanchett has a high percentage of adults 35 and older.

Competition from The Alameda

Currently Shasta Hanchett residents consider The Alameda to be their nearest neighborhood destination for local dining options. However, the household buying power of Shasta Hanchett, as well as the desires expressed by residents for more retail options and a greater neighborhood feeling on West San Carlos, show that a well-planned restaurant would be patronized by residents of this area. Community input showed a strong interest in having a greater array of eating options on West San Carlos Street. Prominent signage and a unique identity would likely attract interest from motorists as well. While there is market support for such a restaurant, the City would likely need to assist in attracting a restaurant operator through fostering relationships with real estate brokers and business owners, and to educate them about the benefits of locating on West San Carlos.

Demand for Different Types of Eating Places

- Lunch/Dinner Restaurant: An additional full service mid-range restaurant could likely be supported by the neighborhood if it were to provide a slightly higher end image and ambiance. The neighborhood is already well-served by a range of affordable restaurants that cater to local employees and residents, but none that takes advantage of the buying preferences of higher income Shasta Hanchett residents. Since Asian, Mexican and other international cuisines are already a theme on the street, a new restaurant might focus on international food with mid-range pricing and a higher image than what is currently available.

- **Café:** Buying power estimates indicate there could be demand for a café. However, Palapas Deli/Café, located in the West San Carlos Shopping Center is a popular new addition to the area, offering unique quality baked goods, coffee and lunch items in an appealing ambiance. Palapas' unique character unfortunately is easy to miss from the street: the standardized signage of the West San Carlos Shopping Center and the café's small frontage do not adequately signal its presence. Where possible, the café should seek to identify itself better on the exterior.
- **Ice Cream Parlor:** An ice cream store, while it would be unique to the area, would be a riskier business type. Ice cream stores tend to rely upon a critical mass of stores or eateries, or higher volumes of foot traffic than currently exist on West San Carlos Street. In an auto-oriented setting such as West San Carlos Street, a chain ice cream store could however potentially locate in a new development with other retailers on a corner with high car counts such as the Fiesta Bowl site.
- **Doughnut shop:** There is not currently a donut store on West San Carlos Street. A doughnut shop has strong market potential since it would likely be supported by both local residents and motorists.

Market Issues for Selected Retailers

Selected local-serving and destination business concepts that were suggested during the workshop are also profiled more generally here in terms of their viability in today's overall market climate as well as their appropriateness for West San Carlos Street. Because market demand data is not available for these types, the concepts are reviewed qualitatively to give an idea of potential new businesses that could work on West San Carlos. Should physical improvements occur in the future, the market possibilities would certainly broaden to include other business types.

- **Trader Joe's:** Currently there are three Trader Joe's locations in the area and two are within a fairly easy drive from West San Carlos Street; the Trader Joe's in the Pruneyard Shopping Center in Campbell is about 7 minutes from West San Carlos Street. The other two stores are in the Westgate Shopping Center and on the Almaden Expressway. The Westgate location is a roughly 10 minute drive from West San Carlos Street. Trader Joe's stores typically occupy just over one half an acre including parking. While current demand for a Trader Joe's on West San Carlos Street is not strong due to the relatively close proximity of the Pruneyard and Westgate locations, it is quite possible that the new residential development at Santana Row and in the Del Monte area could make the area an attractive location for the store in the future when a greater number of educated, affluent households enter the area. At such a time Mid-Corridor would be the best location for such a store.
- **Laundromat:** There is strong demand for a new, professionally run laundromat. The current laundromat in the West San Carlos Shopping Center is poorly maintained and the object of many complaints. Another Laundromat operator has shown interest in the available space in West San Carlos Shopping Center.
- **Florist:** In today's competitive market florists require higher density areas or high volumes of foot traffic to generate the sales volume they need to survive. There are far fewer florists due to the success of online vendors. A florist would be a difficult proposition on West San Carlos Street.

- **Car Wash:** A car wash would likely have strong market support due to high traffic volumes, but it does not enhance the character of the street. A car wash would be best suited for redevelopment of a site that already has an auto use.
- **Second-hand Children's Clothing:** Such a store would be appropriate for the Burbank sub-area, complementing the existing Babyland. Since the neighborhood demographics show a high percentage of families, used children's clothing would appeal to local residents as well as destination visitors to Babyland. The store would also have synergies with the second-hand clothing stores that are already in the area.

Market Issues for Selected Destination Retail Clusters

There are also some general market factors pertaining to individual business clusters that should be acknowledged as impacting individual store performance. For the three major destination retail clusters some general market factors are described below.

- **Antique Stores/Dealers:** While online antique trading, on Ebay in particular, has posed challenges to antique stores, this business remains viable due to the desires of antique shoppers for the in-person shopping experience. Dealers such as those located on West San Carlos depend upon the low overhead costs afforded by low rent. If rents were to increase on West San Carlos Street some dealers would be priced out, and some market repositioning of the area would occur.
- **Used Vehicles:** Aggressive new vehicle financing has put downward pressure on used car prices, while used vehicle sales overall still increased during 2001-2002. The independent dealers on West San Carlos are facing increasing market challenges and would benefit greatly from joint promotion.
- **Hip/Alternative Youth Retail Cluster:** Regionally there is no comparable area with the types of youth-oriented businesses that are located on West San Carlos. This unique market niche should be fostered through such measures as unique signage and re-opening of the Burbank Theater.

Residential Market Overview

This market overview examines recent residential market trends in San Jose in terms of the performance of both rental and for-sale residential properties on and in the vicinity of West San Carlos Street. This analysis provides a framework through which to view the current market potential for different types of multifamily residential development on the corridor. Residential market information was gathered from a variety of sources, including the San Jose Business Journal, property management representatives and developers.

Apartment Market

General

Rents have declined since 2001; rents dropped 16%-25% in San Jose region in 2001, with the greatest decline in the luxury apartment market.

While the rise in unemployment and the reduction in incomes have resulted in declining rents, pent-up housing demand will likely prevent any further significant reductions at the middle and lower tiers of the market. However, many luxury projects will likely continue to experience lowering rents and high vacancies before leveling occurs.

There is no growth in rents for at least the next couple years.

West San Carlos Market Area

New downtown projects marketing the 'urban lifestyle' offer apartments, flats, townhomes and loft rentals. The projects surveyed are lowering rents 15% to 30% since opening to adjust to the slower market. Vacancy rates are roughly 5% to 15% despite these rent reductions. Following are rents for newer projects surveyed in August 2002:

Market Area Rents for New Projects:

- 1-Bedrooms \$1,300 to \$1,930
- 2-Bedrooms \$1,845 to \$2,600
- 3-Bedrooms \$2,175 to \$2,695

Avalon at Cahill Park (The Alameda): 218 units

- 1-3 Bedroom flats, lofts, townhomes
- 1 dedicated parking space per unit; 1+ tandem for 2-bedroom townhomes
- 6% vacancy rate
- Most residents work downtown

Avalon on The Alameda:

- 1-3 Bedroom flats, lofts, townhomes
- 1 dedicated parking space per unit plus outdoor shared; Additional cost for reserved spaces.
- 4.6% vacancy rate

Renters of these new urban lifestyle units reportedly include a mix of young and old, singles, couples and families, while the largest demographic group is young professionals. Property managers also report that the majority of renters work downtown and chose a residence to be close to work.

There is also a significant student population attending San Jose State; one downtown apartment project reports that they make up a good share of their population.

Legacy at Museum Park on West San Carlos is experiencing very slow leasing despite lowered rents and concessions. As of August, only 9 of 117 units had leased since June. As the slow lease-up performance of Legacy at Museum Park attests, the market for higher end rental housing along this transitional section of West San Carlos Street has stalled in the current economic slump. However, when the economy recovers, West San Carlos will be a desirable location again due to its regional accessibility (via Vasona Light Rail, Highway 87 and I-280) and close proximity to downtown employment and amenities.

Condo and Townhome Market

General

The condominium market has slowed recently, but is still showing strong sales: condos and townhomes provide a more affordable entry than single family homes for first-time home buyers in a tight housing market.

West San Carlos Market Area

New townhomes with urban amenities and access to transit near West San Carlos and downtown are selling quickly; some are raising sales prices:

- Georgetown and Keeble Place are selling from \$294 to \$330 per square foot for 2- and 3-bedroom units with no community amenities. The Citywide median per square foot cost for condos and townhomes for the first three quarters of 2002 was \$294 per square foot.

Resale condo and townhome listings in zip codes 95126 and 95128 (surrounding West San Carlos Street) are currently asking a median \$282 per square foot price for 3-bedroom homes and a median \$308 for 2-bedroom homes.

Planned and Proposed Residential Projects in and Near the Plan Area

- Almost 250 multifamily residential units have been approved for the former Saddlerack site, where construction began in April 2003.
- Approximately 95 units of affordable senior housing, 32 townhomes, and over 4,000 square feet of ground floor retail have been proposed for the old Fiesta Bowl site at the northwest corner of Willard Street and West San Carlos.
- The redevelopment of the old Del Monte Plant 51 into roughly 308 lofts and townhomes will also contribute to the residential support for additional local retail in the Del Monte area of West San Carlos.
- There are no significant new commercial projects currently proposed for West San Carlos Street, however, over half a million square feet of luxury retail and 500 residential units are soon to be completed at Santana Row.

Residential Market Summary

While the new apartment rental market has slowed considerably since early 2002, one major lesson learned from the recent boom is that the long-term resiliency of the Bay Area rental market assures its renewed expansion in the next cycle. When this occurs, the locational advantages of West San Carlos will come into play, with employees seeking to live close to work, and young workers continuing to make the urban lifestyle choices that have recently regained popularity. As such, apartment development that takes place in the near term can be seen as a longer term investment strategy. In the near term, however, only moderate rents can be achieved for new projects, as reflected in the higher vacancies in the upper market tiers.

Low interest rates have spurred both single family and condominium sales in the Silicon Valley and throughout the region. In the near term West San Carlos Street has excellent market potential for townhomes. Information about existing townhome projects indicates that 3-bedroom townhomes are most marketable, proximity to park space is highly desirable (especially to young families) and the proximity to downtown makes these units most attractive to young professionals. Stacked condominiums are also marketable, but would need more project amenities to add value, such as gyms, pools, and other common area amenities.

2.6 Business Association Context

2.6.1 ORGANIZATIONAL OPPORTUNITIES AND CHALLENGES

The West San Carlos Neighborhood Business Association (WSCNBA) has been an active partner with the City of San Jose in promoting the street and advocating for the interests of its businesses since its inception in 1990. It currently has 60 paid members out of approximately 170 businesses. Major activities include:

- Regular business meetings and mixers
- A monthly newsletter and an annual business directory
- Marketing Antique Row
- The annual Burbank Neighborhood Jamboree and Antique Row Show and Sale
- Decorative street banners
- A business district web site and web pages for members
- A Casino Night fundraiser
- An Easter Bunny Hop event
- Input into streetscape design improvements
- Distributing information on business assistance programs, RDA activities and neighborhood activities
- Raising money for neighborhood programs (schools, Needy Family Program, etc.)
- Participating in various community projects (Restorative Justice Program, Annual Santa's Club promotion, etc.), cosponsoring neighborhood events and activities, and providing free office space to neighborhood associations

The WSCNBA also represents business and property owner interests in the Strong Neighborhood Initiative program, the West San Carlos Economic Development Strategy, and the Diridon/Arena Strategic Development Plan.

The WSCNBA has an office in the corridor, part-time administrative assistance, and a city-employed Business Manager all provided by the RDA. WSCNBA funding comes from membership dues, event revenues, grants, and a \$20,000 annual contribution from the RDA that is in addition to the funds the RDA allocates for the office, administrative assistance and Business Manager.

Strengths and Opportunities

The Business Association's key organizational strengths and opportunities include:

- **Incorporated status.** The WSCNBA is an incorporated nonprofit organization with a set of bylaws, memberships, and an annual workplan and budget. It is governed by a Board of Directors.
- **Consistent business and property owner involvement.** The WSCNBA has a long history of involvement from key business and property owners in the area. Its board of directors includes many of the corridor's key anchor businesses and commercial property owners.
- **Strong City support.** West San Carlos has been a redevelopment area since 1988. This designation enables the City of San Jose to earmark tax increment funds for revitalization of the area and support of the WSCNBA. The RDA has consistently supported development of the WSCNBA as a key partner in implementing revitalization and is committed to supporting the Association as it develops the capacity to be a self-sustaining organization. The Council District 6 office is also very supportive of revitalization of the area.
- **Growth Plans.** The Association wishes to grow and increase its activities, and is looking for ideas on how to:
 - Better market and promote the street
 - Raise funds
 - Increase its role in business retention and recruitment
 - Get businesses in unincorporated areas more involved
 - Improve code enforcement
 - Convince business and property owners to upgrade storefront façades
 - Add staff
 - Increase membership
 - Relocate its office to a larger, more productive and visually prominent facility

- **Responsibilities for implementing the SNI Plan.** The Neighborhood Improvement Plan for the Burbank/Del Monte area recognizes the important role the Business Association can play in both residential and commercial revitalization. There are many items for which the Business Association is specifically listed as an implementation partner. These are detailed in Exhibit A, but generally include:
 - Helping to develop parks and plazas and mixed-use developments along the corridor
 - Helping to increase code enforcement of business signage and adult businesses
 - Helping to develop parking and transit strategies
 - Helping to beautify storefronts and streetscapes
 - Assisting with business recruitment and retention efforts
 - Working with the RDA to develop an economic strategy for the corridor

Organizational Challenges

The complexity of the business district presents the WSCNBA with certain challenges that make its work more difficult than, for example, an association's work in a compact area like downtown San Jose or a homogenous neighborhood like Willow Glen. Organizational challenges include:

- **Large physical size of the area.** Business associations typically find it more difficult to organize and serve businesses along very long commercial corridors. This is because the needs of the many different business and building types (retail to automotive, curb-side storefronts to large shopping centers, mom and pops to national chain stores) are so diverse. Also, businesses are so spread out that it is difficult to maintain contact among them all and difficult for the businesses to get to know one another.
- **Neighborhood/business conflicts.** Residents, businesses and commercial property owners differ on the type of development and density they want to see along the corridor. Residents want more local serving businesses, not housing that will increase density and traffic. Commercial property owners, many of whom are represented by the Business Association, see new residential development as more lucrative. The demographics and ethnicities of the residents are somewhat different from those of the business owners. All these factors can make business/resident relations and cooperation more difficult.
- **County pockets.** The corridor is filled with businesses located on county land. Most of the antique stores and adult businesses are located in the county. Most of the Bascom Avenue commercial uses are in the county. Businesses that purposely locate in the county often do so to avoid paying business license fees and to avoid complying with city codes that the Business Association supports as being good for revitalization.
- **Staff turnover and limitations on RDA staff support.** While the RDA has tried to maintain an effective staff presence for the WSCNBA, the Business Association wants more full-time, on-site administrative and marketing support than the RDA can provide. RDA staff may not be the most appropriate solution to provide that level of staffing.

2.7 Strategy Plan Area Assets and Challenges

West San Carlos at first appears to be a typical auto-oriented strip corridor. However, it features unique assets that provide the foundation for a long-term economic development strategy. Such assets include:

- **Streetscape and median improvements.** The RDA has already made vast improvements to sidewalks, medians, street lighting and furniture, and landscaping that help the area establish a special and attractive identity.
- **Antiques Row.** West San Carlos has been San Jose's acknowledged Antiques Row since the late 1970's. There are more than a dozen antiques/collectibles shops and collectives (with approximately 150 individual dealers) in the area. The antiques stores have a history of collaborating together on joint advertising and promotions and other improvements. With funding from the RDA, the West San Carlos Neighborhood Business Association published an attractive promotional brochure. Antique Row regularly receives positive press coverage, having been featured in Metroactive's Best of Santa Clara Valley and recently in the San Jose Mercury News.
- **Vintage and used clothing, costume shops.** These stores appeal to mostly young people seeking hip, second-hand clothing, costumes, etc.
- **Restaurants.** Paradiso's Italian Deli, Lou's Village, Time Deli, Falafel Drive-in, and others attract nearby office workers and residents to the street.
- **Automotive and motorcycle businesses.** There are numerous automotive and motorcycle businesses in the district. The street is truly a used car row, and a motorcycle cluster for the city.
- **Nearby visitor attractions.** The Rosicrucian Museum, Municipal Rose Garden, Valley Fair Mall, Santana Row, downtown San Jose, Willow Glen and Alameda shopping districts all bring potential shoppers to the area.
- **The Burbank Theater cluster of shops.** The theater has a new owner and the adjacent stores, while in need of façade improvements, are very unique and help carve out an identifiable node in the Burbank neighborhood. Median improvements are planned for the area.
- **The Business Circle.** While the Circle is in need of façade improvements and other improvements to its parking lot, it is an icon cluster of buildings with good street access and parking and represents another unique node for Burbank in the plan area.
- **Location.** The district has a good strategic location with easy freeway access, significant traffic volume, and is the primary link between downtown and Valley Fair/Santana Row.
- **Anchor institutions.** Hospitals, Lincoln High School, Burbank School, and San Jose City College all bring potential shoppers to the area.
- **Historic signage and architecture.** The avenue has many good examples of early and mid-20th century architecture, in addition to being a treasure trove of unique, mid-century pole signs which are experiencing renewed appreciation both from academic circles and within the neighborhood. Many key businesses date from the mid-1940's.

- **Upgraded West San Carlos Shopping Center.** Since the 11 property owners coordinated façade renovations, a spirit of cooperation has developed that may extend to joint promotion of the center and stronger involvement in the WSCNBA.
- **Anchor businesses.** Lou's Village, Meyer's Appliance, Babyland, O.C. McDonald, Western Appliance, Safeway, Walgreens, Cash 'n Carry, Skin and Scuba, and Mel Cotton's are just some of the anchor businesses that bring shoppers to the district from around the City and the region.
- **RDA Façade Program.** The many completed and planned façade renovations are making the district more attractive to shoppers and help the WSCNBA promote the area as a nice place to shop.
- **Ethnic culture.** Korean, Hispanic, Vietnamese, and Ethiopian cultures are all represented by businesses in the corridor.

The complexity of the district, however, presents certain challenges that make economic revitalization and attracting new customers more difficult. These challenges include:

- **Physical size and diversity of the area.** The long length, the dogleg at Bascom, and diverse building types (curbside storefronts to shopping centers) make it difficult to promote the corridor as a unified shopping district.
- **Adult businesses.** While a regional draw, the adult businesses (many of whom have been in business for more than 30 years) make some customers and residents uncomfortable and work against revitalization efforts.
- **Loitering and crime.** While merchants and residents say the safety of the area has vastly improved over the past 10 years, loitering, vandalism and graffiti continue to be problems that discourage business investment and customer shopping.
- **Diverse neighborhoods.** The wide diversity of the residents' demographics and ethnicities make it necessary to be very creative when promoting the district. What appeals to one type of resident/shopper may not appeal to another.
- **Lack of locally oriented retail.** Many residents feel their street should serve them better in terms of local shopping options.
- **Streetscape that is unfriendly to pedestrians.** While the streetscape has been vastly improved, residents and shoppers still complain they have no place to sit and relax, enjoy shade, eat outdoors, etc. while shopping. When shoppers' basic needs or expectations are not met, they often do not return. In addition, the lack of public gathering spots makes it more difficult to stage special events.
- **County pockets.** Some parts of the street are in unincorporated 'pockets' of Santa Clara County rather than in the City of San Jose. Businesses in the county pockets do not have to comply with city codes, and businesses that are outside the WSCNBA boundaries (i.e. those along Bascom Avenue) may not be eligible for redevelopment assistance. This creates another barrier to achieving a unified vision for the district.
- **Parking.** There is a perceived lack of on-street parking, and customers need to be made aware that some stores have parking behind their stores.

CHAPTER 3. ESTABLISH VISUAL COHERENCE WITHOUT REQUIRING UNIFORMITY

West San Carlos Street and Bascom Avenue constitute a long corridor with a great variety of building styles and business types. Today, the Plan Area is visually interesting because it represents a range of styles from the 20th century. During the Strategy Plan process, residents and business owners voiced an appreciation of those styles and a desire to preserve them and reflect them in new development, in order to maintain the unique character of the corridor. One goal of the Strategy Plan is to ensure that new development complements and respects the eclectic and unique character of existing development along the corridor. The first section of this chapter provides an overview of existing architectural styles that can be used as a reference guide for new development. New development in the Plan Area should continue to reflect a variety of styles.

The Strategy Plan area has three different subareas along the corridor that have very different functions and future possibilities. The variety found in these subareas, combined with the length of the corridor, makes the Plan area seem fragmented and difficult to understand or grasp. The second section of this chapter describes streetscape treatments for each of the two major streets that can be used to unify these three different subareas and create a more cohesive public realm.

3.1 Strengthen the Unique Character of the Corridor

The West San Carlos / Bascom corridor includes buildings of many architectural styles representing different decades of the 20th century, as well as unique mid-century signage. Often seen as obsolete, many such structures were demolished long ago or are disappearing rapidly in other towns in California and the United States. Along the West San Carlos / Bascom corridor, such buildings and signs remain and are a source of identity and pride for the surrounding neighborhoods. These resources define the unique character of West San Carlos/Bascom and can help preserve and enhance that character as improvements and new development occur. This section of the Strategy Plan describes how this unique character can be preserved, enhanced, and protected; and how existing building styles can be used as a reference point for compatible new development.

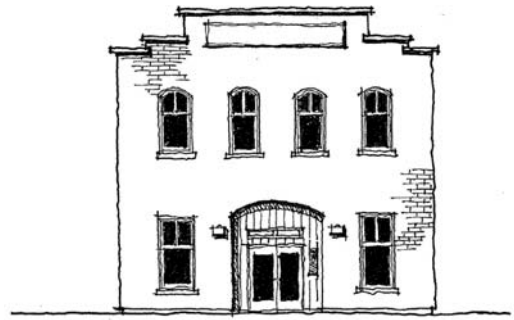
3.1.1 ALLOW FLEXIBILITY IN BUILDING AND SIGNAGE DESIGN

The following description gives a general overview of the identifying characteristics of many of the most prominent or unusual architectural styles found in the Plan Area. The section is intended to serve as a reference guide for development to support the corridor's unique character. Rather than a rigid template, these styles serve as a broad reference. A variety of styles is allowed and welcomed. New buildings are encouraged but not required to follow one of these styles, and should be compatible with existing buildings in scale, composition, and materials. New buildings should refrain from designs that simply mimic historical styles or create a false sense of historicism.

Overviews of appropriate signage styles are also provided for each building style. The signage styles are also intended only as a broad reference for appropriate design. In general, the design of signage should be flexible, allowing a variety of styles so that each business may express its unique identity.

Building Styles Found in the Plan Area

Vernacular Brick Commercial with Parapet. Buildings of this style date from the late 19th century and are constructed primarily of brick or painted brick. They have an unadorned flat façade, a stepped parapet roofline at the front, entry at or close to grade (no stairs), wide wooden entry doors with rounded arched tops, vertical proportioned windows, and simple window ornamentation (no trim except ledge at bottom sill).



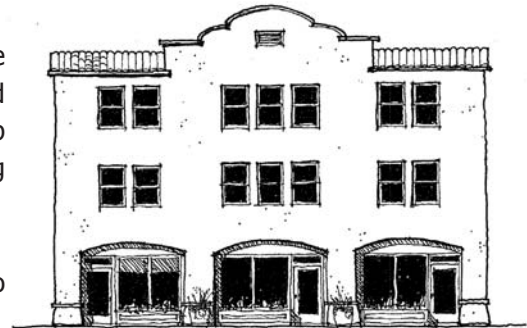
Appropriate signage: Flat painted lettering, separate carved wooden letters, or projecting neon.

Federal Style – Buildings of this style date from the late 19th century and are constructed primarily of wood. They have simple wooden cornices, hip roofs, double-wide entry doors, and vertically-proportioned windows often arranged in multiples. Transom windows are also prevalent. Window frames have simple wood trim.



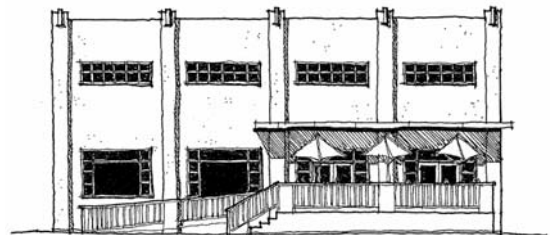
Appropriate signage: Painted wood

Mission Revival-- Buildings of this style date from the early 20th century and are constructed primarily of painted wood. They have a low, wide front profile, wide roll-top entry doors, and rounded parapet roofs with contrasting cornice trim.



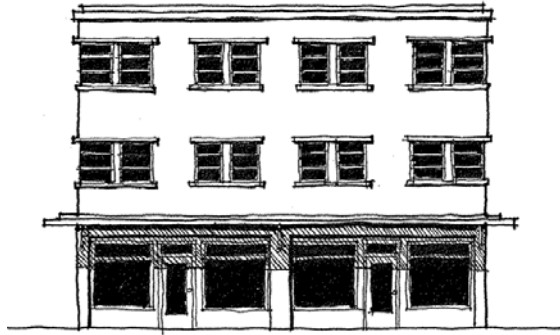
Appropriate signage: Rectangular painted area inset into center of parapet, or projecting neon.

Industrial Art Deco. Buildings of this style date from the early 20th century and are constructed primarily of concrete. The ground level is raised a few feet above grade, stairs and ramps lead to a simple wide concrete stoop (based on the original loading dock). A regular massing of bays and vertical piers creates a vertical proportion and emphasis that downplays the long, horizontal façades. Façades have molded or carved cornice detailing along roofline, clerestory windows, and deep flat metal awnings. Rooflines are varied and may include sawtooth elements.



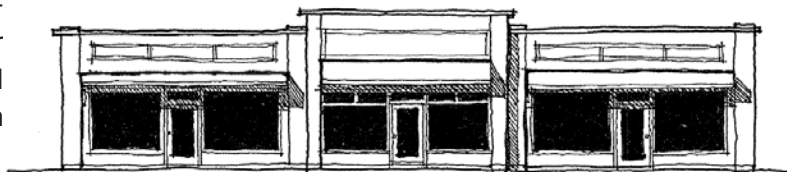
Appropriate signage: Painted wood, individual cut letters, awning signs, painted projecting signs, or neon. Industrial in nature.

Art Deco and Art Moderne. Buildings of this style date from the early part of the 20th century and are constructed primarily with flat roofs and a large center pier. The ground floor includes a retail storefront with large plate-glass windows and shallow flat awnings. Upper stories are used for residences or offices. Upper stories have corner wrap-around windows. (Some buildings of this type along West San Carlos have been retrofitted with vertical piers at the ground floor in order to look more Victorian.)



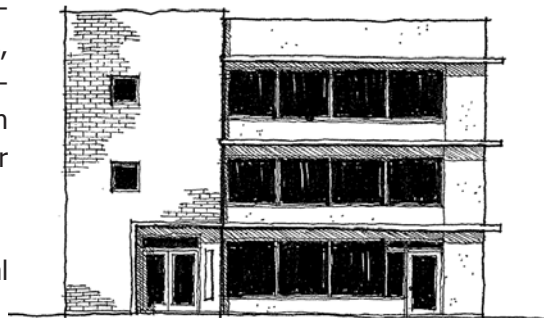
Vernacular Commercial Storefront. These storefronts date from the early to mid 20th century and have stepped parapet roofs and a simple box structure with a decorated facade. Each building typically contains more than one storefront. Facades are enframed window walls, with the majority of the façade made up of entries and windows. Entries are flush or recessed from the facade. Multiple entries all have transom windows overhead, symmetrically framed by large plate glass windows that extend up to the transom area. Each entry and window combination defines a bay and storefront width of about 20 to 25 feet. Brick or tilework extends about 1 to 3 feet above the ground (the “bulkhead” or “kickplate” area), ending below the windows. Angled rollout fabric awnings fit between the top of the storefront windows and the transom area.

Appropriate signage: Modest-sized sign insets into center parapet, window signs painted on glass, projecting signs, icon signs.



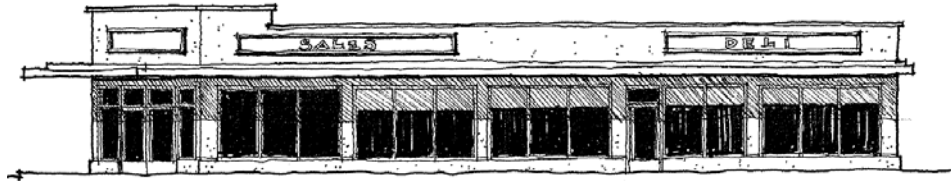
International style. Buildings of this style date from the early to mid part of the 20th century. They have a streamlined horizontal and machined appearance, with large expanses of plate glass windows, little or no ornament or trim, shallow metal projections, flat façades, and a stucco finish. They are often designed as “object buildings,” standing alone rather than having a relationship to or defining the street.

Appropriate signage: On roofline with giant individual cut-out letters, in modernist font, or neon pole sign.



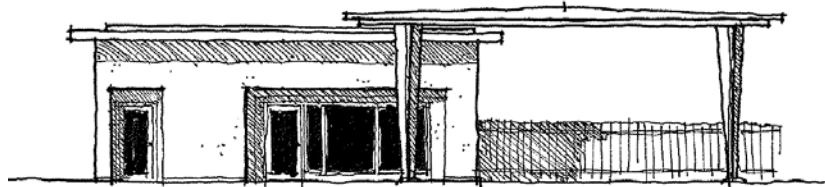
Mid-century Modern shopping center. This style of building dates from the mid-20th century and has a horizontal emphasis created by long expanses of plate glass windows for larger retail spaces, deep flat metal awnings covering front sidewalks, flat façades, and tall parapet roofs with even roof lines. Windows are aluminum-framed. While later versions of such buildings were set back far from the street in a suburban style, many buildings on West San Carlos Street illustrate an early and unique application of this style, with buildings built at the street.

Appropriate signage: On roofline with giant letters, often in whimsical script font, or pole signs at sidewalk.



Roadside Vernacular Drive-in. This style dates from the mid-20th century. Slanted piers support large slab roofs sheltering drive-in areas or gasoline pumps. Simple utility buildings are located behind the shelter, with plate-glass windows and roll-up garage doors. This style conceives of architecture as abstract planes defining space. Buildings are three-dimensional objects in a field, rather than masses or blocks with facades enclosing space. Buildings of this type have all but disappeared on West San Carlos Street, but were common in the 1950's and 1960's.

Appropriate signage: Pole signs, often with blinking lights, neon, and 1960's-era space-age shapes.



Other Appropriate Building Details

Entries. Buildings with ground-floor retail should have at-grade entries. Alternately, Industrial Art Deco buildings can have broad ramps leading to raised concrete loading-dock-type platforms, provided ADA requirements can be met.

Corners. Buildings at corners should have diagonal corner entryways and/or taller bays marking the entryway. Signage can be used as a prominent architectural feature.

Building Materials. Appropriate building materials include brick, concrete, and wood, with tile accents or metal (steel or aluminum) trim. Flat metal or rollout fabric awnings are appropriate. Stucco is appropriate for Mission Revival and Art Deco styles. Tinted or mirrored glass and vinyl siding are prohibited.

Fences. Tall security fences are discouraged along the West San Carlos Street and Bascom Avenue frontages because they detract from creating a high-quality pedestrian-friendly environment. Where necessary, fencing should be of decorative wrought iron.



3.1.2 CONDUCT A SURVEY OF BUILDINGS AND SIGNS OF UNIQUE CHARACTER

While this document provides a simplified overview of the variety of building styles in the Plan Area, the City and Redevelopment Agency would like to conduct a more thorough analysis. The Redevelopment Agency plans to fund a Context Development Survey to characterize the buildings and signage in the Plan Area that contribute to the historical value and unique character of the corridor. The survey will be conducted in cooperation with the City's Department of Planning, Building, and Code Enforcement. The survey will assess the history and evolution of the area, provide a general reconnaissance, and conclude with a more intensive and thorough inventory of buildings and signage than is possible in this Strategy Plan.

The survey should be used for several purposes:

- The survey should identify buildings that have had facade improvements that are inappropriate to the building's original architectural character. For example, an Art Deco building may have been retrofitted into a Victorian style.
- The survey should be used to help the City determine the most appropriate structures to preserve and also those structures which may be replaced. Properties that are the most appropriate to preserve may include those located on parcels with little or no additional development potential and those where all or portions of the existing structures could be integrated into new development.
- The survey results should be entered into a Planning Department database that flags notable buildings, signs, and other structures for special attention when new development or major renovations requiring a building permit or zoning change are required. This will help identify important structures and signs to preserve or restore, so that the Planning Department may take a more careful assessment of new development plans.
- Where relevant, a copy of the survey results should be provided to property owners, so that they are aware of their buildings' original appearance and value. This will show owners the cultural value of important structures and help ensure that facade improvements, renovations, additions, or other future changes to properties are appropriate and serve to restore buildings to their original style.
- Upon completion of the Survey, all proposed development projects will be required to provide historic survey information in order to allow the City to analyze possible impacts to historic resources. All development in the corridor is subject to review under CEQA (the California Environmental Quality Act) and may potentially benefit from tax incentives or federal financing.

3.1.3 ENCOURAGE APPROPRIATE FACADE IMPROVEMENTS

Existing buildings that are good-quality examples of 20th century styles should be allowed and encouraged to remain as reminders of the diverse, unique post-war character of much of the corridor. Where appropriate, existing buildings undergoing renovation should be rehabilitated to reveal their original, authentic architectural styles. In the past, the facades of many existing buildings along the corridor have been renovated to reflect current fashions and disguise the original structure and integrity of the building. Owners of such buildings should be encouraged to strip away the inappropriate facades and restore the buildings to their true appearance when they conduct renovations.

3.1.4 UPDATE THE CITY'S SIGNAGE ORDINANCE

Many aspects of the City's existing sign ordinance support the goals of this Strategy Plan, while other aspects should be updated. The sign ordinance allows neon and other characteristics of mid-century signage in Neighborhood Business Districts such as West San Carlos. However, the ordinance does not allow pole or freestanding signs. Other elements of signage design considered "kitsch" are also common in the Plan Area, but often do not comply with current regulations. In light of the increasing appreciation of the importance of mid-century architecture, signage, and graphics, the City should amend the ordinance to allow these and other elements in the Strategy Plan area and other areas of the City that already have a mid-century character. The amendments should allow reuse or preservation of existing mid-century signs for new business names, and construction of new signs of exceptional design and mid-century character, including pole signs and neon signs.

A survey of buildings and signage will help identify those elements that help define the character of the corridor and should be allowed through City codes. Signage should be appropriate to the style of the building; for example, a 1950's-style sign should not be used with a Mission-style building. The City should provide signage design assistance to property owners or refer them to appropriate signage designers. "High quality" signs should be of a unique style, with graphics, illumination, and lighting reminiscent of 1950's - 1960's-era signage. Pole signs that consist of a business logo or lettering without a uniquely mid-century theme should be discouraged.

3.1.5 CREATE A WESTERN GATEWAY TO THE PLAN AREA

The appearance and pedestrian-friendliness of the western portion of West San Carlos suffers from an exceptionally wide right-of way and nondescript adjacent uses. The north side of West San Carlos Street between Revey Avenue and DiSalvo Avenue, just east of the on-ramps to Highway I-880 northbound, lacks sidewalks and buildings defining the street. The street loses its pedestrian quality in this area, particularly compared to the Burbank-area "Antiques Row" character farther east. Sidewalks, street trees, a more clear designation of on-street parking spaces, and the gradual addition of buildings that frame the street in this area will do much to improve this important entry point into the Plan Area. In addition, a gateway feature at the entry to West San Carlos from I-880 could help enhance the identity for the area. The gateway could be a monument-type structure or a pole sign whose design reflects the mid-century character of the corridor. A competition or request for proposals could be used to solicit appropriate designs.

3.2 Improve the Appearance with Streetscape Improvements

This section discusses proposed physical improvements to the framework of public streets and sidewalks along the two main streets in the Strategy Plan area, including improvements to the public realm. The “public realm” is a term referring to the most important and visible elements that contribute to creating an attractive, high-quality community. The public realm includes public spaces such as streets, parks, and related facilities such as benches, street trees, and plazas. Streets are by far the most important component of the public realm. The term “street” includes the roadway or travelway as well as the pedestrian sidewalks. Streets should serve many functions, including carrying vehicular traffic and bicycles, providing short-term parking for local businesses, and providing a safe place for pedestrians to stroll and do errands. Streets also serve as the most basic, everyday public meeting space.

Most of the improvements described in this section will be carried out by the City or by other public agencies as funding allows. Other improvements will be brought about or funded through private actions by developers, businesses, and property owners who improve or redevelop private properties.

3.2.1 CORRIDOR-WIDE STREETScape IMPROVEMENTS

Benches and special paving in certain areas. West San Carlos Street and Bascom Avenue lack many places for pedestrians to stop and rest. Often, bus stops lack benches as well. Installation of additional benches would allow people walking along this long corridor to rest and relax.

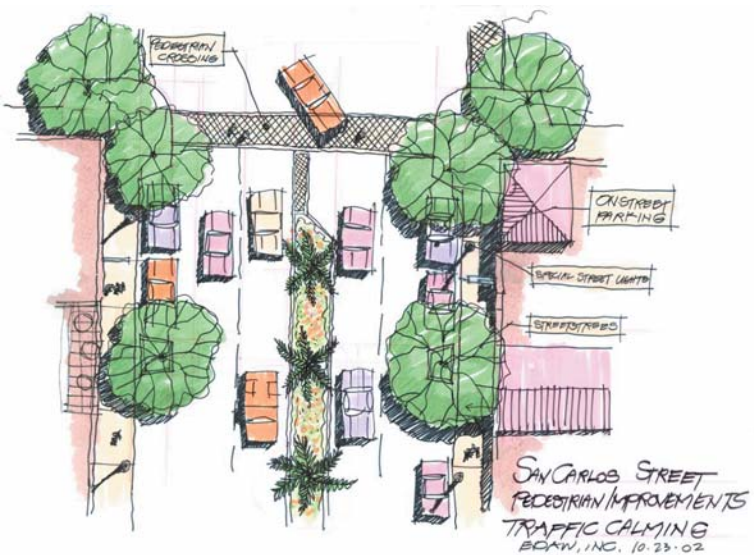
Improve street lighting. The existing lighting along West San Carlos Street and Bascom Avenue is unevenly spaced and excessively dim in many locations, and should be improved. Although existing City Council policy requires Low Pressure Sodium lights (through the agreement with the Lick Observatory), other improvements are possible that could boost the light levels to make this commercial corridor more attractive to pedestrians. Potential improvements include replacing the 135 watt (W) lower pressure sodium (LPS) luminaires with 180W LPS, replacing the 8-foot luminaire arms with 12 foot arms, installing additional street light poles spaced evenly along both sides of the street, and installing additional decorative pedestrian-scale sidewalk streetlamps. One example of good street lighting is in the Burbank portion of West San Carlos Street, where special antique-style pedestrian-scale streetlamps complement the “Antiques Row” theme. Special pedestrian-scale streetlamps could also be selected to highlight other segments of the corridor. For example, a “mid-century modern” style of street lamp may be appropriate in some places, given the considerable amount of post-war architecture and other modern features on the street.

Target removal of some curb cuts and driveways. The large number of existing curb cuts and driveways along West San Carlos Street and Bascom Avenue leading to off-street parking areas detracts from pedestrian safety and enjoyment. Many of these curb cuts provide multiple and redundant accessways to the same property. Others are no longer in use, as evidenced by fences or structures where there would otherwise be a driveway. In some cases, it is possible to remove redundant curb cuts and allow adjacent businesses to share a driveway leading to a shared rear parking area. Where curb cuts will remain, sidewalks crossing driveways should have textured or colored paving to alert drivers to use caution as they cross the pedestrian space. New development should be required to minimize the number of curb cuts.

Diagrams in the **Appendix** show locations of suggested closures of driveways and curb cuts along West San Carlos Street and Bascom Avenue. Closing these curb cuts will also have the effect of increasing the availability of on-street parking spaces. The City's Public Works Department should enforce a maximum of one curb cut per business in this area, with some exceptions for businesses that depend on quick, convenient vehicular entrances and exits (such as gas stations), and to encourage shared driveways and curb cuts for adjacent businesses. The County should do the same for the auto dealers and other automobile-oriented commercial businesses on unincorporated land.

Stripe On-Street Parking Spaces. Currently, many areas along West San Carlos Street as well as along Bascom Avenue have an ample on-street parking supply, but those parking spaces are not delineated by painted markings. The on-street parking is not well used in many areas, perhaps simply because there is insufficient demand, or because drivers do not understand where they are allowed to park, or because traffic moves too quickly to allow drivers to feel comfortable with stopping to parallel park. The City should paint markings (or "striping") between on-street parking spaces to make it easier for drivers to understand where they are allowed to park and to use the curb space more efficiently. While some cities prefer not to mark or stripe on-street parking spaces at all, in order to allow as much parking as possible on the street; along West San Carlos, striping would help drivers begin to understand where they are allowed to park.

Bulb outs. Crossing West San Carlos Street or Bascom Avenue can be difficult because of the actual and perceived width of the streets. Pedestrians have to cross not only multiple travel lanes in each direction, but also parking lanes on each side of the street. "Bulb outs" are a way to narrow the effective crossing distances by widening the sidewalk into the parking lane at crosswalks (see photos below). Bulb-outs do not cause any loss of existing on-street parking, because they

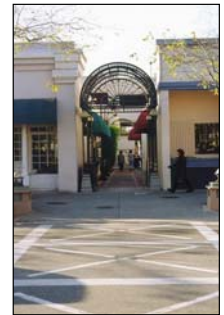




On-street parking. On-street parking provides a buffer between the pedestrian realm of the sidewalk and automobile traffic in the street. On-street parking variations include parallel parking, diagonal parking, and perpendicular parking. Sidewalks can be widened into "bulb-outs" at corners and other pedestrian crossing areas, to shorten walking distances. Where there is insufficient width to widen sidewalks in all locations, wider sidewalks can alternate with on-street parking to provide space for tree planting, outdoor seating, and other uses which will enhance the pedestrian environment.



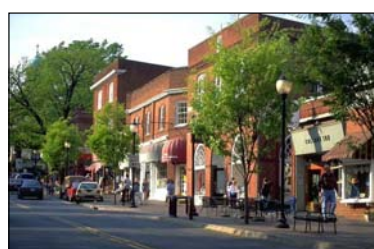
Off-street parking. Off-street parking areas should be located behind (rear parking) or between (side parking) buildings, minimizing the street frontage. Pedestrian pathways should provide convenient links between buildings to rear parking areas. Side parking lots can be screened from the street and sidewalks by plazas and seating. Parking areas should be landscaped with shade trees.



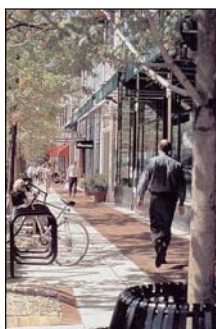
Slowing down traffic. Narrow streets tend to slow down traffic. The travelway of existing streets can be narrowed by allowing on-street parking on both sides of the street. Bulb-outs and smaller turning radii at intersections cause traffic to slow down when turning corners. Sidewalk widening at key crossing areas helps makes it easier and safer for pedestrians to cross the street.



In-street trolley in Portland



Transit shelters



Pedestrian-friendly streetscapes in commercial areas



Entry monument to San Carlos' main street

THE PUBLIC REALM: STREET DESIGN

Figure 3-1. Examples of Desirable Street Design Features

City of San Jose Redevelopment Agency
West San Carlos Economic Development Strategy
Storefront Workshops, October - November 2002

EDAW



Shattuck Avenue in downtown Berkeley: Center median, 2 lanes in each direction, separate diagonal parking areas. Street trees and parking areas help define a pedestrian environment that is separated from the faster-moving traffic.



"Bulb-outs" on Shattuck Avenue in downtown Berkeley greatly shorten pedestrian crossing distances and define the parking zone. Many bulb-out areas are landscaped and have benches or other seating.



Shattuck Avenue north of downtown Berkeley, in the "Gourmet Ghetto" shopping district. Center median, 2 lanes in each direction, parallel parking. Sidewalks are not that wide, but street trees on the sidewalks create a pleasant walking environment.



Sidewalk widened into the parking lane at a mid-block pedestrian crossing on Shattuck Avenue north of downtown Berkeley. The pedestrian crossing distance is shorter and well marked. The wider sidewalks can be used for cafe seating or for sales and vendors.



San Pablo Avenue in southwest Berkeley: Center median, 2 lanes in each direction, parallel parking. Street trees create a shady canopy over the street. The 16-mile San Pablo Avenue corridor is being tested as a Bus Rapid Transit route, with improvements to bus efficiency and reliability.



Another view of San Pablo Avenue in southwest Berkeley. Although the street is flanked largely by nondescript or low-intensity development, the canopy of street trees makes it attractive and pleasant.



Streets and transit rights-of-way in the Del Monte area south of West San Carlos have potential for major changes as redevelopment of the area progresses.



West San Carlos Street is two lanes in each direction, plus a center 19-foot wide median with turning lanes. The center portion of the median on most blocks is landscaped with palm trees and other plantings.



West San Carlos Street. Where sidewalks are defined, they are typically 8 to 10 feet wide. Many sidewalk areas are interrupted by continuous curb cuts leading to front off-street parking areas. Buildings are built to the sidewalk edge in some areas, while in others parking lots or industrial storage line the sidewalks. There are no street trees in the sidewalks, making walking hot and unpleasant. Few cars park in the on-street parking spaces, so pedestrians feel close to and vulnerable to the fast-moving traffic.

THE PUBLIC REALM: STREET DESIGN

City of San Jose Redevelopment Agency
West San Carlos Economic Development Strategy
Storefront Workshops, October - November 2002

EDAW

Figure 3-2. Examples of Different Street Designs and Overview of Plan Area Streets

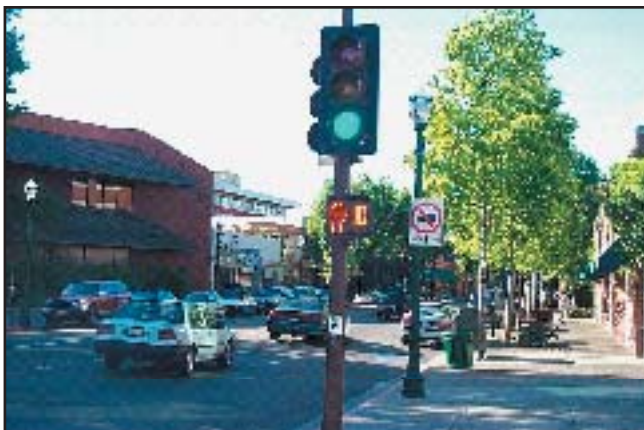
are only built in what is typically the red zone at the corner of the block. Because they reduce the turning radius at intersections, they cause automobiles making right turns to slow down and make the turn more carefully. They are a good urban design feature in any location where pedestrian comfort and safety is a primary concern.

During the Strategy Plan workshop process, residents were supportive of the idea of improving the street for walking. However, residents expressed concern about possible intrusion of traffic from new development on West San Carlos Street into their neighborhood streets. Other residents expressed concern about proposed streetscape improvements along Bascom Avenue causing traffic to seek alternate routes through their neighborhood streets. Regardless of whether these concerns may prove true, installation of bulbouts can improve the pedestrian environment and help minimize traffic intrusion into neighborhoods. Bulbouts make side streets appear narrower and thus less desirable to traffic seeking an alternate route to a major street.

Many approaches such as bulb-outs that serve to discourage through traffic on local streets are also part of the City's Traffic Calming program, which requires proof of increased traffic levels in order to justify traffic calming improvements. The Appendix includes a brief summary of the City's traffic calming program, as well as locations of existing and planned traffic calming devices within the Plan Area.

Improved crosswalks. One of the Plan goals is to enhance mobility options by improving pedestrian facilities and providing safe crossing areas. It is important to design crosswalks with sufficient safety features to protect pedestrians, rather than giving them a false sense of security from car traffic. There are many treatments that can be installed to enhance pedestrian safety. These include high visibility crosswalks, signs, flashers and beacons, in-pavement lights, and signals. The selection of the appropriate treatments is based on the roadway characteristics of the number of lanes and presence of a median, the average daily traffic volume, and posted speed limit. Refer to the **Appendix** section on Pedestrian Treatments, which describes an approach from the City of Sacramento's Pedestrian Safety Guidelines.

West San Carlos Street is four lanes with a median, carries 23,000 vehicles per day, and has a posted speed limit of 35 miles per hour. Pedestrian crossings are provided at numerous loca-



tions along West San Carlos Street, primarily at the signalized intersections. Near the West San Carlos shopping center, pedestrian crosswalks and signals are located at the intersection of Shasta Avenue/Leigh Avenue and the nearby intersection of Buena Vista Avenue. However, pedestrian crossing treatments are not provided directly in front of the West San Carlos Shopping Center, which has a fair amount of pedestrian activity from the neighborhood located to the south. Most pedestrians cross West San Carlos at the unsignalized intersections with Richmond Avenue, Menker Avenue, and Mayellen Avenue to reach the center. A full signalization (for car and pedestrian traffic) of the intersection at the West San Carlos shopping center driveway and Menker Avenue would provide a safe pedestrian crossing. The crossing should also include a level, safe place to wait in the landscaped median, for pedestrians and wheelchairs that are not able to make it all the way across the street in one signal.

Along Bascom Avenue, the intersection with Elliott Street is currently unsignalized. During the Strategy Plan process, community members identified it as a location in need of safe pedestrian crossing treatments. The roadway width, volumes, and speed limit dictate that only the most aggressive treatments in terms of pedestrian safety, namely pedestrian signals, are appropriate for this location.

3.2.2 WEST SAN CARLOS STREETScape IMPROVEMENTS

West San Carlos Street has great potential to become a more pedestrian-friendly, attractive street, while still safely and efficiently accommodating transit service and through and local traffic. This section describes improvements to the physical framework of the street, including landscaping, parking, and transit service.

Today, much of West San Carlos Street is not an ideal place for walking. On a hot sunny day, walking along West San Carlos can be unpleasant because the street has no shade trees, and few buildings have awnings. The sidewalk is fairly narrow and feels even more so because of the lack of trees which could create a pleasant canopy and because of the infrequent use of on-street parking which could provide a buffer between pedestrians and



traffic. However, the roadway cross-section is constrained such that there is little room available to widen sidewalks into the roadway. In many places, the sidewalk has so many curb cuts that it feels more like a sloping driveway than a sidewalk. Pedestrians must be aware of cars coming and going from off-street parking spaces next to the sidewalk. Many small but important changes can be made to the street that could improve it for pedestrians and also to make business parking more convenient. These suggested changes are discussed next.

Provide a unified street tree planting. Major infrastructure under the northern sidewalk on West San Carlos makes it prohibitively expensive to plant street trees within the sidewalk, because the utilities would have to be relocated. An approach successfully used in some other communities is to place the trees in strategic locations within the parking lane. Street trees placed in existing red curb zones where no parking is allowed would provide the desired tree canopy while not interfering with existing parking spaces. Alternately, a more aggressive approach would plant street trees more regularly between parking spaces to create a continuous landscaped appearance, in recognition that in many areas, existing on-street parking spaces are not well-used. In any case, trees should be planted in generously-sized wells to protect trees from cars. Tree wells should include tree grates to protect roots. Trees should be pruned so that lower branches do not block visual access to retail signage.

Gradual sidewalk widening. The current sidewalks are about eight (8) feet wide, with some portions as narrow as 7.5 feet or as wide as 11.5 feet. In areas where the existing sidewalk is less than ten feet wide, the City should require that new development be set back from the sidewalk in order to create an effective sidewalk width of at least ten (10) feet. The new sidewalk right-of-way could either be acquired as part of the public right-of-way, or could be reserved for public use through designation of a public easement on private property. Because many important and attractive buildings will remain at their existing location right at the sidewalk, this requirement would only work in targeted areas that are expected to experience significant and wholesale change over time. Even in these locations, this change may take many years to be fully realized.

Sidewalk widening through setbacks should not be used in areas where the result would be a fragmented pattern of setbacks of old and new buildings. For example, one area where this approach would not work is in the Burbank portion of West San Carlos Street, where a significant portion of buildings are attractive, pedestrian-scale structures built right at the sidewalk. Requiring new development to be set back a few feet would create an uneven setback pattern which detracts from the character of the street.

One likely area for gradual sidewalk widening is along the south side of West San Carlos in the Del Monte subarea. The fronts of most of the properties east of Race Street have off-street parking or industrial storage, rather than buildings. When higher-intensity development in this area occurs, new sidewalks at comfortable widths can be implemented.

3.2.3 BASCOM AVENUE STREETScape IMPROVEMENTS

Bascom Avenue has a very wide right-of-way which is unpleasant and unsafe for pedestrians. As most of Bascom Avenue and the adjacent parcels within the Plan Area (south of Elliott Street) are in unincorporated land, improvements to the streetscape are largely the responsibility of the County. Santa Clara County has a two-phased plan to improve the streetscape along Bascom Avenue, with funding for Phase I. These streetscape plans, as well as proposed enhancements and additions, are discussed next.

Phase I Improvements

The County has obtained grant funding for Phase I improvements to create a raised, planted center median with turning pockets along Bascom Avenue from West San Carlos to I-280. The median will improve the appearance of the street with trees and landscaping and make it safer for drivers and pedestrians alike. Studies have shown that the addition of the center median will not increase cut-through traffic into neighborhoods. However, it will remove the ability to make mid-block turning movements into businesses on the other side of the street.

The County must issue the construction bid by November 2003 in order to take advantage of the funding source for Phase I improvements. Phase II and other improvements to Bascom Avenue will require additional unidentified funding sources. Annexation of the street and adjacent parcels to the City would make the street eligible for any available City funding.

The City's bicycle plan designates Bascom Avenue for bike lanes, painted and signed in both directions. The County and City have met to discuss the Phase I median design and agree that the width of the proposed median should not preclude the ability to add these bike lanes within the Bascom Avenue right-of-way in the future. The County indicates that the center median width is ideally 12 to 13 feet to allow for the best tree growth and adequate room for limited left-turn pockets. However, different tree species may grow well in narrower median widths. The Phase I median width should allow for proper tree health and also allow for addition of bike lanes in the future.



Phase II Improvements

The County has developed a sidewalk street tree landscaping concept for a “Phase II” of improvements to Bascom; however, the work is not currently funded or scheduled. When funding is available, street trees should be planted along the edge of the roadway in a continuous row, supplementing those planned for the center median. The street needs to be surveyed to determine the actual right of way width, which will affect possible location of trees. Another factor related to potential locations for street trees is underground utilities. The cost of relocating any storm drain facilities and other underground infrastructure could be prohibitive. The trees could be sited in several different locations, depending on available right-of-way and utility constraints:

- Ideally, street trees would be located within the sidewalk right-of-way, provided that sufficient width is available. It may also be possible to narrow the existing travel lanes (which would require restriping of lanes) sufficiently to widen the sidewalks.
- Otherwise, where sidewalks lack sufficient width, street trees could be planted in tree wells spaced intermittently between on-street parking spaces in the parking lanes.
- With the potential lane reconfiguration to narrow the roadway from 6 lanes to 4 (see below), street trees could be accommodated in planted side medians that separate out the parking and side access aisles from the four through lanes.

A very different approach to providing shade and an enhanced pedestrian realm along Bascom would be to require deep flat awnings along all retail facades, rather than street trees. These awnings would provide shade for pedestrians and would maintain a “modern streamlined shopping center” appearance. Mid-century building styles often eschewed street trees and other traditional forms of streetscape landscaping in favor of a more machined, man-made appearance. This tree-less approach would still benefit from additional improvements to Bascom Avenue such as wider sidewalks, bulb-outs, and protected side-access drive aisles.

Additional Potential Future Changes

This section describes further improvements which could do much to enhance the safety and attractiveness of Bascom Avenue for pedestrians, while continuing to provide traffic and parking capacity. Most importantly, sidewalks along Bascom should be connected and widened. This would contribute greatly to the pedestrian environment, but requires rethinking the amount of space allocated to existing driving lanes. Alternately, similar to the approach for West San Carlos Street discussed earlier, new development along Bascom Avenue could be required to be set back to create an effective sidewalk width of ten to twelve feet.

Improvements to Pedestrian Safety and Comfort. Figures 3-3 and 3-4 show two different concepts of how Bascom Avenue could change in the future. These changes would help improve the overall appearance of the street and produce a safer and more pleasant walking environment. Traffic movement would remain functional. The proposals both show a reduced number of curb cuts along the street and removal of the driveways that frequently interrupt the sidewalk. They also show “bulb-out” treatments at intersecting local streets. These bulb-outs would make it easier for pedestrians to cross the side streets while walking along Bascom, and would force drivers making turns into or out of these side streets to slow down. The bulb-outs would also discourage drivers

from taking routes through residential streets to avoid traffic on Bascom by making the local street appear more constricted. Finally, the proposals also show enhanced pedestrian crosswalks that are marked with special paving or painting.

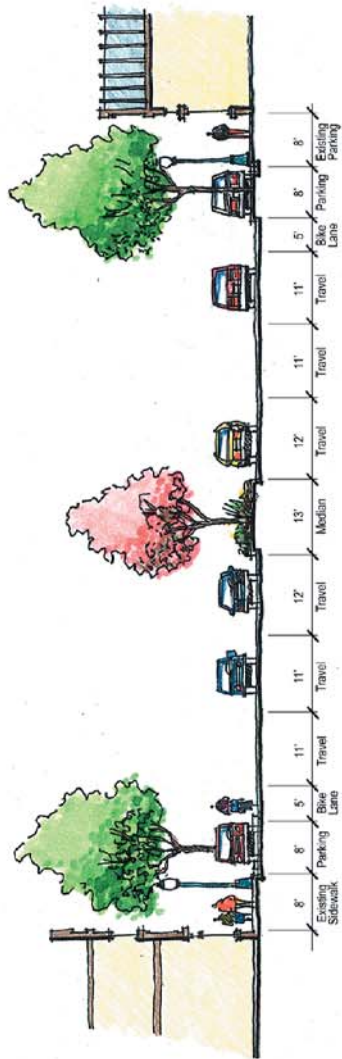
Narrowed Travel Lanes. Bascom currently has fairly wide travel lanes, ranging from 11 to 12.5 feet each. Combined with the little-used on-street parking and the painted center medians and left-turn lanes, the travel lanes make the street extremely wide. The street's width allows and encourages traffic to move faster, even above the posted speed limit. Narrowing the travel lanes could encourage traffic to slow down and free up some right-of-way width to enable the widening of sidewalks and/or the addition of the bike lanes that are included in the City's Bicycle Master Plan.

Figure 3-3 shows the transformation of Bascom Avenue with streetscape improvements made possible by narrowing the travel lanes. This and other concepts are based on rough measurements; future detailed surveys are necessary to verify the width of the public right-of-way. A center median (as proposed in Phase I of the County's proposed improvements) is shown, with an 11-foot width. The narrower travel lanes free up space for five-foot wide bike lanes on both sides of the street, somewhat less than the optimum width of six feet. Sidewalks would remain at their current width, which ranges from eight to ten feet in most locations. Figure 3-3 also shows a cross-section of the segment of Bascom Avenue between Elliott and Scott Street.

Conversion of Diagonal Parking. On the eastern side of Bascom Avenue between Scott and Basile, a significant length of the block has diagonal parking located within the private right-of-way, with a sidewalk running alongside the shops on private land. While diagonal parking provides more spaces than if the same frontage length had parallel parking, it can be difficult and dangerous for drivers backing out of spaces into high-speed on-coming traffic. Therefore, in the long run it is desirable to convert this diagonal parking into parallel on-street parking and move it into the public right-of-way. If and when new development occurs, new buildings should be sited closer to the existing public right-of-way. At the same time, the existing diagonal parking spaces could be converted to parallel parking spaces within the public right-of-way. New sidewalks could then also be built within the public right-of-way.

However, existing businesses should be allowed to continue to operate in their current configuration with the diagonal parking as long as they remain in business. In the short term, the County should obtain a public easement to preserve public access to these sidewalks.

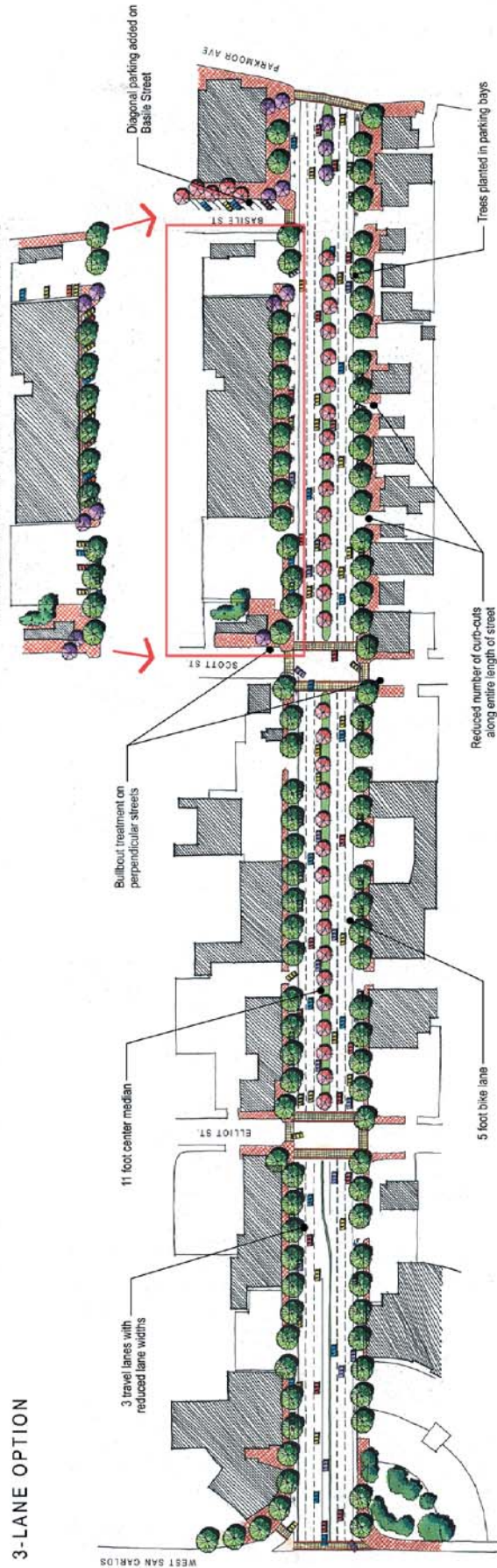
Street trees in the sidewalk. If street trees are planned for Bascom Avenue, there are several different scenarios for their phasing and siting. When reconstruction of the diagonal parking into parallel parking is complete, street trees could be planted in the sidewalk right-of-way. However, if the conversion of diagonal parking will not take place for many years, the City or County may wish to plant street trees in the sidewalk area in the interim. The siting of these sidewalk trees should be permanent, so that they do not have to be relocated when the sidewalk is converted. To meet this concern, the street trees could be planted in tree planters that extend the depth of a diagonal parking space, and spaced every four to six parking spaces. The call-out diagram in **Figure 3-3** shows the interim phase of this transition from diagonal to parallel parking. Then, when the parking spaces are converted to parallel, the trees can remain in their current location, and the diagonal parking spaces would be "filled in" to widen the sidewalk. This final state is shown in the main draw-



3-LANE OPTION

INTERIM PHASE FOR 3 LANE OPTION

Plant trees every 4 to 6 parking spaces in tree islands until funding becomes available to reconstruct sidewalk to planned curb line and reconfigure parking



3-LANE OPTION

BASCOM AVENUE

Figure 3-3. New 3-Lane Option for Bascom Avenue

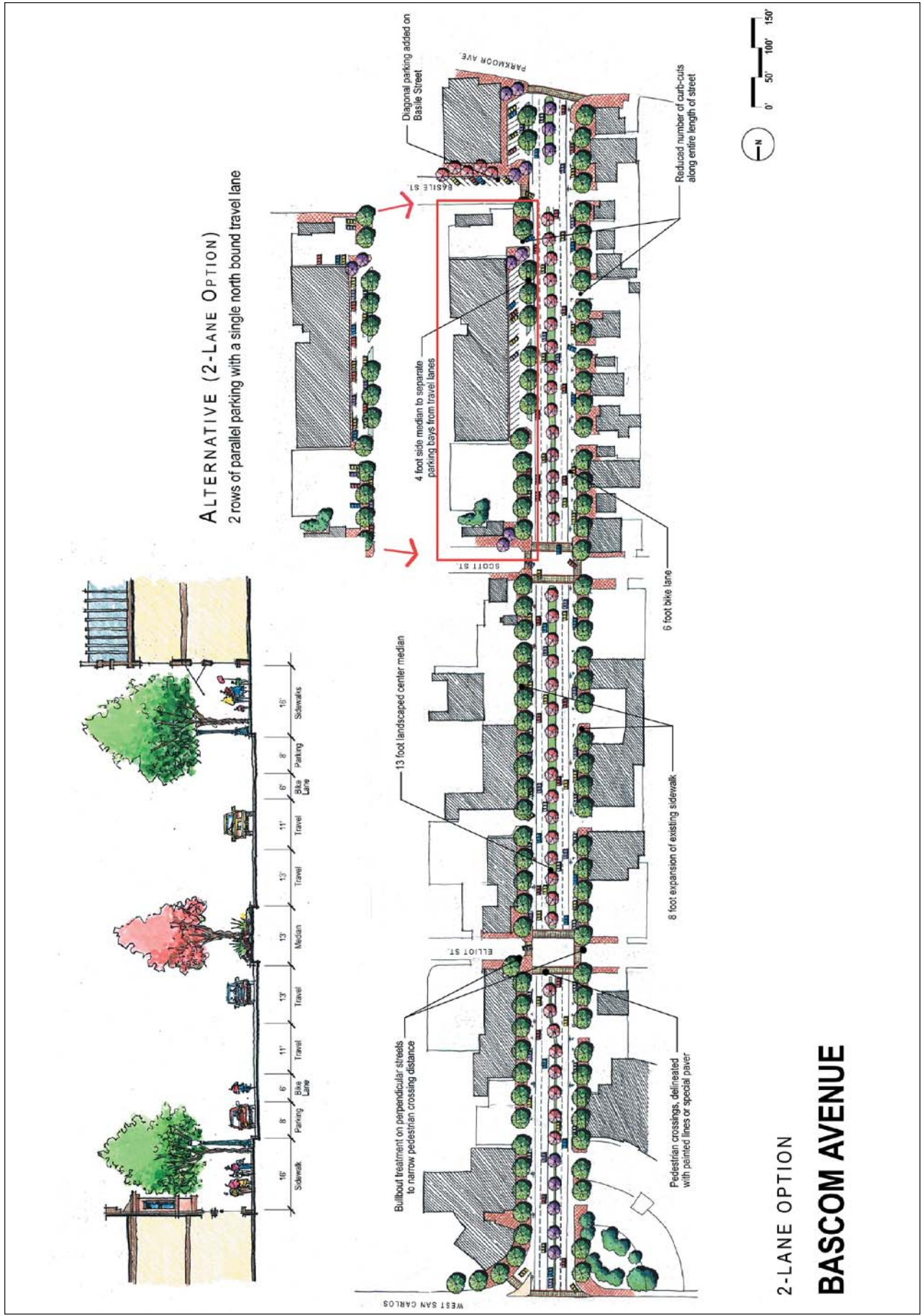
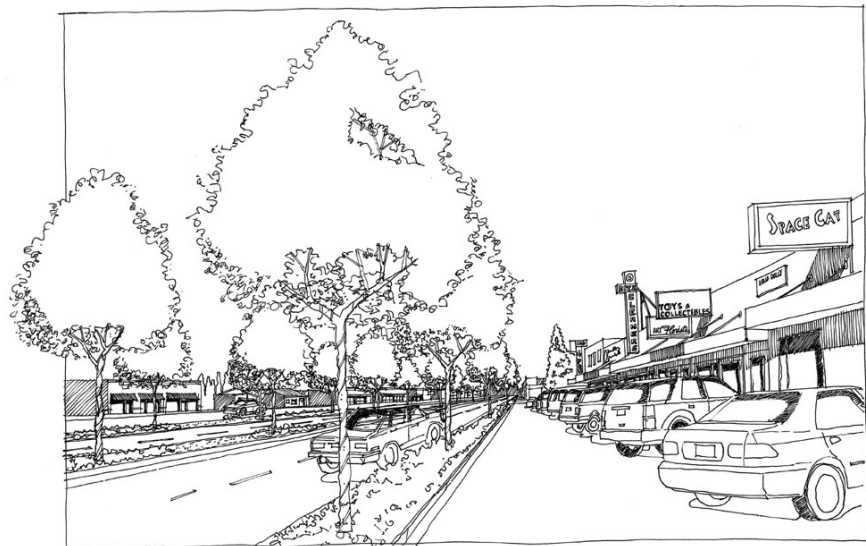
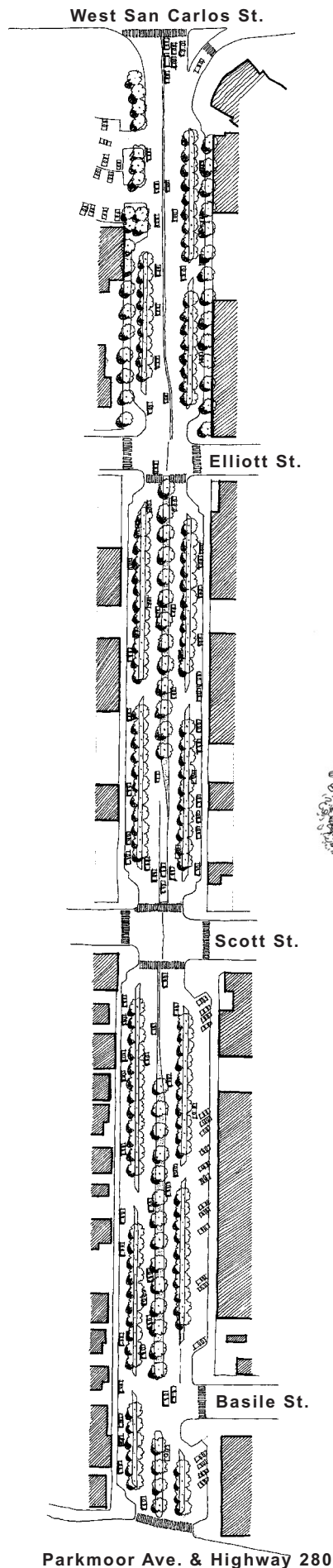


Figure 3-4. New 2-Lane Option for Bascom Avenue



Bascom before and after proposed improvements

Figure 3-5. Alternate Design for Bascom Avenue with 2 Travel Lanes in Each Direction, Plus Side Access Parking Lanes

ing of **Figure 3-3**. The very wide sidewalks that would result could be enhanced with special paving and another row of trees, and could be used for café seating, benches, and sidewalk sales.

Reduced Number of Travel Lanes. Based on a preliminary analysis of traffic levels, the potential exists to narrow the Bascom roadway from 6 total lanes to 4 lanes. Analysis of peak period traffic based on current traffic levels showed that the street could be narrowed by one lane in each direction without significantly degrading traffic Levels of Service (LOS, a measure of delay), except at the intersection immediately north of I-280, Parkmoor Avenue. Analysis also showed that traffic levels on Bascom Avenue would not degrade to a level that would encourage drivers to explore other routes. Refer to the **Appendix** for an analysis of the impacts of narrowing the roadway to four lanes. Additional and more detailed traffic study should be undertaken before such narrowing is approved.

The additional space freed up by reducing the number of lanes could be used to widen sidewalks and the center median and provide more generous bike lanes. It could also be used to construct side medians which would provide safer access to on-street parking through side-access drive aisles. These options are discussed next.

- **Widened Sidewalks, Bike Lanes.** Removal of two of the existing travel lanes would free up considerable space to widen sidewalks by about eight feet on each side and provide generous bicycle lanes with the full 6-foot recommended width. The center median, planned through Phase I, could also be sized generously at 13 feet, providing a healthier environment for the trees to grow and flourish and allowing a generously-sized median with curbs and paving extending to the intersection at left-turn pockets. These changes are shown in **Figure 3-4**.
- **Side Access Parking Lanes.** The eastern side of Bascom between Scott and Basile has diagonal parking located within the private right-of-way, making the effective roadway width greater than elsewhere along Bascom. If the current parking area is retained for parking with future changes to the street, this extra width creates additional possibilities for on-street parking configuration. In this area, the setback currently used by diagonal parking provides sufficient room to add a side median that defines a side-access drive aisle between the on-street parking and the travel lanes. This drive aisle would make it easier to access the existing diagonal on-street parking spaces by creating a slower-moving parking-access lane that is separate from the higher-speed through-traffic lanes. Sidewalks would remain in their existing location on private land, adjacent to buildings. The main plan-view drawing in **Figure 3-4** shows the side-access drive aisles on the eastern portion of this block along Bascom. This configuration is found in several places around the Bay Area, including Shattuck Avenue in downtown Berkeley.

In fact, two options are possible for on-street parking in this side-aisle area. The main plan-view drawing in Figure 3-4 shows the first option (1 row of diagonal parking), while the call-out drawing in the same Figure shows the second option (2 rows of parallel parking).

As a further variation along the entire street, if bike lanes did not need to be provided along Bascom (i.e. if another, parallel street were designated a bike route), the space currently used by the two outside travel lanes along the length of the street (one lane on each side of the street from

West San Carlos to I-280) could be converted into side-access drive aisles, separated from the main four travel lanes by planted side medians. **Figure 3-5** shows a continuous pattern of side-access drives along Bascom.

Smart Corridor Status. One policy issue that must be addressed before Bascom Avenue could be narrowed to four lanes is its status as a “Smart Corridor” route. The **Smart Corridor** program designates Bascom Avenue and many other major arterial streets as alternate routes for SR 17 / I-880 highway traffic diverted during major incidents such as crashes. The goals of the Smart Corridor program conflict with the goal of making the street more pedestrian-friendly and slowing down traffic. Further discussions between the City, the County, and Caltrans are required regarding the role of Bascom Avenue. Recently, with lower employment and lower highway congestion due to the economic downturn, Caltrans has not needed to use Bascom as part of the Smart Corridor program.

City / County Cooperation for Streetscape Improvements

The City and County should continue to coordinate the Phase I streetscape improvements to Bascom Avenue, pooling funding and staffing commitments. The City should explore whether the availability and designation of future City funding for Phase II and other improvements would make annexation of the street more attractive for Bascom Avenue businesses.

3.3 Actions to Establish Visual Coherence without Requiring Uniformity

Corridor-Wide

- 3.1 Allow flexibility in building and signage design, but encourage new development to use existing styles as a reference point for architectural interpretation
- 3.2 Conduct a survey of buildings and signage of unique character in the Plan Area. and distribute results to relevant property owners
- 3.3 Develop a mechanism to flag important buildings and signage for review when redevelopment or major improvements are proposed
- 3.4 Encourage facade improvements to reflect buildings’ appropriate historic styles as buildings are renovated
- 3.5 Update the City’s signage ordinance to allow “kitsch” signs, pole signs, and other characteristically mid-century signage styles where appropriate
- 3.6 Hold a design competition to design a western gateway to the Plan Area
- 3.7 Install benches and special paving to improve West San Carlos Street for pedestrians
- 3.8 Improve the uniformity, quality, and pedestrian-scale of street lighting along West San Carlos Street and Bascom Avenue
- 3.9 Require closure and removal of excessive curb cuts and driveways where feasible, and replacement with sidewalks along West San Carlos Street and Bascom Avenue. Require new development to minimize the number of curb cuts.

- 3.10 Stripe on-street parking spaces along West San Carlos Street and Bascom Avenue
- 3.11 Reconstruct targeted intersections with bulb-outs that provide narrow crossing distances, in areas of higher pedestrian usage and where right-turn traffic lanes are not required
- 3.12 Add street trees to the parking lane along West San Carlos Street where feasible
- 3.13 Require that new development provide a minimum 10-foot effective sidewalk width along West San Carlos Street through front setbacks, unless it would cause a fragmented pattern with adjacent existing development

Del Monte Subarea

No actions specific to this subarea

Mid-corridor Subarea

- 3.14 Provide a crosswalk with a pedestrian signal and clearly marked paint and/or paving at the West San Carlos shopping center

Burbank Subarea

- 3.15 Ensure that Phase I Bascom Avenue center median does not preclude the later addition of bike lanes
- 3.16 Design and construct Bascom Avenue Phase II improvements that improve the sidewalk and pedestrian environment with street tree planting or deep flat awnings
- 3.17 Identify funding and staffing resources to complete Bascom Avenue Phases I and II improvements
- 3.18 Evaluate whether Bascom Avenue should remain a Smart Corridor, and whether the street could be narrowed from six travel lanes to four.
- 3.19 Provide a crosswalk with a pedestrian signal and clearly marked paint or paving at the intersection of Bascom Avenue and Elliott Street

CHAPTER 4. SUPPORT EXISTING BUSINESSES WITHIN THE CORRIDOR

4.1 Neighborhood Business District Management and Marketing Efforts

4.1.1 MANAGEMENT RECOMMENDATIONS

Commercial revitalization is most successful when both public and private sector entities are involved. Each sector has unique skills and particular areas in which it works most effectively, and neither can bring about change alone.

On the private sector side, this means having a strong nonprofit business association or other revitalization organization to support and guide the City's revitalization efforts. If it is well funded and staffed, and has a clear vision and broad participation, the nonprofit can play a large role in building cooperation and consensus among the district's key stakeholders (business and property owners, civic and arts groups, anchor institutions, residents, schools, social service providers) and in implementing revitalization activities.

One of the most important activities of the private sector is the marketing and promotion of the district. Every successful business understands marketing. To keep investors on board and cash registers ringing, a district must beckon customers with a welcoming, consistent image. From simple graphics to sophisticated sales events and festivals, promotional materials to merchandising displays, a district must gear its promotional campaign to take advantage of its unique advantages. Marketing may be geared to encouraging existing customers to shop there more often, attracting regional visitors, or making a significant change in the way that specific groups of potential customers perceive the district. As the National Main Street Center says, although a district's challenges cannot be solved solely through marketing activities, they cannot ultimately be solved without them either.

On West San Carlos Street, the West San Carlos Neighborhood Business Association (WSCNBA) has been the city's private sector commercial revitalization partner since 1991. WSCNBA plays an important role in addressing issues of business support and retention. This section recommends activities that will help WSCNBA maximize its effectiveness, assist its member businesses and attract more customers.

Leadership

A successful business district management program requires a committed and continued show of leadership from the local government, the businesses in the district, and the community at large. On West San Carlos, key business and property owners are involved and have provided the WSCNBA with strong and consistent leadership. New leadership needs to be groomed, however, by recruiting new volunteers, creating standing committees, and delegating more projects to volunteer committees (see below). The RDA is very committed to providing financial and staffing support to the WSCNBA.

Volunteers and Membership Development

The WSCNBA has a strong core of committed members and volunteers. Approximately 70 people attended the most recent annual dinner. There are many businesses, however, that want to become more involved but see the WSCNBA as mostly a “social” group, or an organization doing mostly neighborhood events, or a group representing only the antiques businesses. Other businesses want services tailored more towards their specific location or type of businesses. These beliefs have prevented them from joining or getting more involved in the WSCNBA. Business people are very busy and the WSCNBA’s work needs to be extremely relevant to people’s individual situations before they will join or participate. Committees need to be formed around these businesses’ interests (see below).

Staffing Needs

In general, business association staffing is most effective when the staff person reports directly to an association’s board of directors. This gives a business association direct access to, and direct supervision of, the person who is running its operations.

The WSCNBA has the capacity to hire and supervise its own staff due to the high level of professionalism of the board members. Given the untapped potential and the interest of some businesses to become more involved in the WSCNBA and receive additional services, the WSCNBA should have the equivalent of one full-time staff person of its own to perform its administrative and marketing functions (these could be two half-time positions, including the WSCNBA’s current half-time administrative worker).

Administrative and marketing staff would be in addition to the Business Manager provided by RDA. The RDA Business Manager’s services are best used for façade improvements, business recruitment and retention, land development, and streetscape improvements. Business Association administration and marketing should not be the responsibility of RDA staff. Generally, these functions are not their prime areas of interest or expertise and not the best use of their limited time. Association staff should be people who enjoy working with merchants and associations, and someone who understands the independent business person’s mentality.

In addition, having its own staff should strengthen the WSCNBA’s organizational management skills, create more consistent visibility for it “on the street”, and make the WSCNBA feel less dependent on the RDA to implement its programs. It should be noted that business association staff positions tend to have high turnover if the staff people are not professionally managed. Salary and benefits need to be competitive. Office space needs to be clean, safe and in a fun location where staff can network during the day with peers. Job descriptions need to be clear. Annual reviews need to be done by the board in a proactive and professional manner.

Office Space

The RDA provides the WSCNBA with office space in the district to accommodate a conference room, office equipment and storage. While the space has been inefficient for RDA Business Managers because it lacks access to their files and computer network, it is very useful for the WSCNBA’s new half-time administrative person. The current space is centrally located, but there have been complaints about perceived safety. This issue needs to be quickly resolved since the WSCNBA staff

person is often working there alone. The WSCNBA should work with the landlord to resolve this problem or relocate to another location. If the WSCNBA relocates, office space that is more visible to the membership would help raise the WSCNBA's profile. In interviews, the Buena Vista and Burbank neighborhood associations said they would be interested in sharing office space with the Business Association. This would make the space better used, and more fun and safer feeling for the Business Association staff.

Board Training

If the board is interested in growing the WSCNBA beyond its current level of activity, it will be helpful for the board to receive training on what other business associations do and how they operate. Significant networking opportunities exist through the California Downtown Association and the WSCNBA should become a member. Outside speakers and consultants could also be brought in for formal training programs or presentations at monthly meetings. In addition, new board members should receive formal board of directors' training each year. This would include meeting with staff and existing board members to review bylaws, board policies, workplans, current issues, and organizational history.

Budget Guidelines and Funding

When discussing program growth and budget guidelines for the WSCNBA, it is useful to look at sample business association budgets collected by the California Main Street Program as well as the budgets of two of the most active business associations in San Jose. The average Main Street program in California has a budget of \$177,000.

Personnel costs constitute the single highest category of expenses, averaging \$71,000 or 41%. Personnel expenses include an executive director's salary, support staff salary, medical benefits, and workers compensation. Special events, projects and fund-raising expenses are the second highest category, averaging \$48,000 or 27%. Miscellaneous expenses constitute the rest. Operations such as rent, utilities, office supplies, advertising, and travel is the third highest, averaging \$47,000 or 27%.

City contributions (mainly redevelopment funds) constitute the largest single budget revenue category, averaging \$47,000 or 27% of the average program budget. Special event revenues constitute the second largest category at \$46,000 or 26%. Merchant assessment district fees (BIDs) constitute the third largest revenue category at \$35,000 or 20%. Other program revenues, grants, donations and membership fees comprise the rest.

San Jose's Willow Glen Business and Professional Association has an annual budget of approximately \$225,000. Revenue includes \$70,000 in BID assessment collections, \$145,000 in special event income, and \$10,500 in advertising revenues and associate memberships. The funds are used to run an office, employ a 30 hour per week staff person, purchase and install street decorations, hold special events, and run general business district advertising and promotions.

The Japantown Business Association has an annual budget of approximately \$70,000. Revenue includes \$18,000 in BID assessment collections, \$19,000 in farmers market and special event income, \$13,000 in program fees and memberships, and \$20,000 from the San Jose RDA. These funds are

used to run an office, employ a half-time staff person, run the farmers market and other events and advertising and promotions. This budget, however, is very low for an organization as active as the JBA and one that would greatly benefit from having full-time staff.

WSCNBA has an annual budget of approximately \$60,000. Revenues include \$22,000 from the RDA for staff, \$7,200 from the RDA for office rent, a \$20,000 grant from the RDA that is mostly used for office operating expenses (phone, supplies, printing, etc), and \$10,000 in income from events, membership dues and donations. The WSCNBA board of directors has indicated it would like to raise an additional \$20,000 to \$40,000 per year for promotional activities, and the organization would greatly benefit from having at least half-time marketing staff which could cost an additional \$30,000 per year.

This would indicate the WSCNBA should have an annual budget of at least \$100,000 to \$150,000. Once the WSCNBA develops a long range plan, the board should explore these various funding options and develop a long-range funding plan for the Association.

Boundaries

The WSCNBA's current boundaries make sense because there are geographic features on four sides that create an identifiable area—I-280, I-880, West San Carlos itself, and the West San Carlos bridge over Los Gatos Creek to downtown. However, the corridor is too large and varied to be thought of as one cohesive shopping area that can be promoted in a single way. The WSCNBA should look at the corridor as a series of niches, nodes and business clusters (refer to the next section on Marketing Recommendations) that are easily understood by the shopper.

Neighborhood Relations

The annual Jamboree event and other fundraisers that benefit the neighborhood have built strong positive relations between the business and resident communities. Neighborhood association representatives attend Business Association meetings, and new businesses are allowed to advertise in the Burbank association newsletters. Residents and businesses may not always agree on development issues, but they do have an open forum in which to air them. Residents interviewed for this study want the Business Association to advocate for pedestrian improvements and better pedestrian linkages to the neighborhoods. The Buena Vista and Burbank neighborhood associations would be interested in sharing office space with WSCNBA. Holding a few joint Neighborhood Association/Business Association meetings each year would further build relationships.

Strategic Plan and Workplan

Every nonprofit organization should have a strategic plan to document its long-term vision, and an annual workplan to itemize its activities and establish responsibilities and priorities. Strategic plans and workplans show potential donors that an organization is well managed. They also give an organization something against which to evaluate its progress. The WSCNBA has done a good job at developing annual goals. But with the potential for increased activities from having its own staff, new volunteer committees, the RDA Economic Development Strategy for the corridor, and the SNI Plan priorities, a more formal 5-year Strategic Plan and detailed annual workplans will be needed to keep board, staff and volunteers on track.

4.1.2 MARKETING RECOMMENDATIONS

“Antiques Row” is a unifying theme and name for the corridor, and it certainly distinguishes the corridor in the marketplace. However, there are other physical nodes, business clusters and market niches that could benefit from additional marketing and business networking opportunities. Destination businesses that are less dependent upon casual pedestrian traffic, such as motorcycle businesses, would benefit from joint promotions and market strategies targeting their particular shared customer base. Physical nodes, such as the one around the Burbank Theater, would benefit from promotions and strategies that reinforce pedestrian walk-in activity. Overall, the WSCNBA should look at developing a more multi-faceted marketing plan that targets multiple, but complementary, target customer groups. This would give more businesses reasons to join the WSCNBA, and give new and existing shoppers more reasons to visit the district.

Motorcycle Businesses

There are nine motorcycle related businesses throughout the corridor—seven along West San Carlos and two others nearby. These include motorcycle sales, parts and accessories, leathers, and service. Another motorcycle dealership may open across the street from San Jose BMW. The cluster started in the 1960’s with the opening of Emery’s Honda, the first Honda motorcycle dealer in the country, at Meridian and West San Carlos. Emery’s was a major attraction for customers and other motorcycle businesses.

The motorcycle businesses interviewed for this report see the WSCNBA as mostly antique oriented and social; things that do not interest them. The motorcycle businesses have not networked with each other or done any joint promotions in the past. This is because they have not been organized and few recognized the potential gain. After the interviews, the businesses realized that networking and promoting themselves as a group was a good idea. They discussed having regular breakfast meetings, establishing an e-mail list to keep each other updated on events and activities, and holding a car/motorcycle show or a joint Open House event in the spring. The Business Association should organize these businesses into a subcommittee to explore these creative ideas.

Used Car Dealerships

The used car dealers along the corridor recognize that the WSCNBA gives them access to the RDA and influence in the community. However, many of the dealers are not interested in the social aspect of the WSCNBA. Many of the dealers create their own advertising, and could be of help in organizing the used car dealers to plan joint promotions. One of the disincentives that have kept dealers from organizing is the fact that in the past, since they are in unincorporated County land, they were not eligible for RDA assistance (i.e. façade grants). However, these and other County businesses along West San Carlos may not be aware that they are now eligible for RDA programs. The Business Association should organize these businesses into a subcommittee to explore organizing, joint promotions, façade improvements, and other creative ideas. Used car businesses would benefit from design standards that improve their attraction for passing motorists while adding to the attractiveness of the street.

Restaurants

Restaurants should engage in joint promotion that emphasizes the variety of international cuisines along West San Carlos. Many of the restaurants in the area get their customers from other businesses on the street. These restaurants could be better promoted to these businesses, as well as to San Jose State, the hospitals, visitors and antique shoppers, and to residents. The Business Association board expressed interest in holding some kind of Taste of West San Carlos Street as a standalone event or as part of the Jamboree. Many districts print restaurant guides that include information about take-out, catering and party rooms. The Business Association should organize a restaurant subcommittee to help these businesses network and learn from each other, identify common issues, and plan joint promotions.

Burbank Theater/"Comic Book Row"

The re-use of the Burbank Theater is a huge opportunity and potential economic driver for the businesses in this node. But even without the theater, the stretch of Bascom that the consulting team dubbed "Comic Book Row" has the potential to be a much healthier business cluster. There are some very interesting and unique businesses there, but due to poor facades and signage issues, they are "invisible" to the public.

In addition, the node has a poor image due to unattractive streetscape and public safety concerns. Parking is limited and a concern of the businesses. The Business Association should help to organize these businesses into a subcommittee to promote façade improvements and press for implementation of the County-sponsored streetscape improvement program.

Once the area is physically improved, the WSCNBA should coordinate some joint marketing and promotions for this cluster. Activities could include a community marketplace, a farmers' market, some type of Hispanic-oriented festival around Cinco de Mayo or Dia de los Muertos, or joint advertising along with other "hip/alternative" businesses (see below).

Hip/Alternative Businesses

The corridor is already home to a dozen or so businesses that could be labeled "hip/alternative" and cater to a younger crowd. These include vintage clothing, motorcycles and accessories, comic books, collectibles, tattoos, and music/records. The Business Association should convene a subcommittee of these businesses and their customers and explore placing group advertising in the "alternative" newspapers. Restaurants like Falafel Drive-in, Cuba Habana and Palapas Café as well as some other businesses such as Mel Cotton's should also be included. The WSCNBA could develop a tagline or catch phrase for the area, and use the retro neon signs in the advertising.

West San Carlos Shopping Center

One of the center's owners is beginning to organize its merchants for additional joint promotions, coordinated signage, and business networking. The Business Association should attend their merchant meetings and facilitate their efforts in any way they can, such as by creating a formal WSCNBA subcommittee.

Antique Stores

The Business Association needs to reorganize the antiques stores into a working marketing sub-committee. The niche is too large, and there is too much unrealized potential, to approach this cluster otherwise. Many of the antique dealers have lost interest in participating in the WSCNBA and joint marketing efforts. The “few” who remain are not willing to do all the work for the “many” anymore. The WSCNBA board and staff need to cheerlead these people back to the table.

Marketing efforts for the antique stores should include:

- Update the Antiques Directory brochure. Even a less fancy version is better than the current outdated version.
- Reinvigorate the idea of hanging “Antiques” flags in front of each antiques store. This was a good idea, but implementation has fallen by the wayside. Currently, a signage permit is required for these flags.
- Promote the antiques businesses more closely with the area’s history. This could be accomplished for example by speaking at Luther Burbank School’s history classes, creating a history exhibit at the Jamboree, publishing a historical photo calendar that could be sold by the WSCNBA, organizing a historic sign tour, or promoting the preservation and interpretation of historic buildings and signs.
- Antiques stores could jointly hold a winter holiday or springtime open house event, and pool their mailing lists and advertising dollars.
- The stores should set up a special advertising fund where they all chip in based on their annual sales or square footage, much like a voluntary Business Improvement District (BID). This would free up other WSCNBA funds to promote other niches.
- The stores should have a quarterly marketing meeting.

Hispanic Customers

The WSCNBA and the RDA should help businesses identify the buying power and preferences of the Hispanic customer market and develop marketing materials and activities as appropriate. These stores should work together to determine the extent to which they share a customer base and to actively market West San Carlos Street to Hispanics. While they do not necessarily share the same customer base in terms of income and other demographic indicators, joint promotions focusing on West San Carlos Street in Spanish language papers would benefit the variety of businesses in this area.

Business-to-Business Promotions

Since many of the area’s businesses rely on each other for sales, publishing a business directory with telephone numbers, product offerings and coupons would be useful.

Santana Row and Valley Fair shoppers

Getting Santana Row shoppers to stop at the antiques stores and other businesses along Bascom and West San Carlos will be difficult. There is so much critical mass at Santana Row and Valley Fair that customers may not have the desire or enough time to make yet another shopping trip to

the Plan Area. Antiques Row currently does not have a critical mass of shops and restaurants in a pedestrian friendly environment, and many of the businesses along West San Carlos are unlikely to appeal to Santana Row's upscale customer base. On the other hand, well-known stores such as See's Candies or Walgreens and some of the antique stores could attract drive-by customers if they look clean, safe, upscale and attractive.

4.2 Corridor-Wide Recommendations

4.2.1 SUPPORT WELL-LIKED BUSINESSES THAT SHOULD REMAIN

Economic activity along West San Carlos Street and Bascom Avenue is driven by an eclectic business mix. This is a strength of the Corridor. Community members at the CAC workshops expressed particular fondness for specific businesses:

- Orchard Supply Hardware
- Lou's Village
- Mel Cotton's
- Western Appliance
- Antique stores
- Iron works / Artisans
- Larry's Theatrical (closed since workshops)
- Upholstery store
- Curtain/shade store
- Pet store
- Jewelry repair
- Vacuum repair
- Lighting store
- See's Candy
- Ethnic restaurants

Most of the efforts to support the existing businesses fall under the auspices of the WSCNBA. The physical improvements to the area described in Chapter Three are probably the most important component of enhancing the marketability of individual businesses. Some other factors which impact economic vitality are outlined below by subarea.

4.2.2 IMPROVE EXISTING COMMERCIAL PARKING RESOURCES

Along most of West San Carlos, there is sufficient parking supply for commercial businesses, but it can be hard to find or difficult to access. This section describes suggested improvements to existing off-street commercial parking areas along West San Carlos to make it easier to find and use.

Share Parking. Where feasible, adjacent commercial uses should pursue the sharing of parking lots so that customers can park once & walk to multiple businesses, making more effective use of existing parking spaces. One approach to implement this concept is to create a Parking Improvement District (PID) or Parking Management District (PMD), which would allow parking to be managed and requirements to be met for the area as a whole. The former is a financing mechanism, while the latter is a zoning district. This approach has been used successfully in other business districts. Alternately, the Redevelopment Agency could master-lease and combine the parking lots. This would require a rezoning to PD (planned development) of the entire area or the creation of a new zoning district.

Connect Parking Lots. Many parking lots exist behind buildings along West San Carlos. Often these parking lots are fenced off or otherwise separated from each other, with the result that there are multiple, redundant driveways leading to the same general area on a block. These parking lots should be connected by removing fences, storage, and other obstructions, redesigning lots to work as one large lot rather than several small lots.

Figure 4-1 is a diagram showing suggested locations to connect adjacent rear parking lots to make more efficient use of parking. The City should work with the Neighborhood Business Association to implement the recommendations of the map through creation of a PID or PMD. The District's task would be to work with property owners to remove rear fences and other obstructions to connecting parking lots. The District would also develop regulations and signage allowing shared use of on-site parking lots between adjacent businesses, for customer convenience.



Figure 4-1. *Locations where existing adjacent parking lots could be connected*

Improve Signage to Rear Parking Lots. A coordinated, unified signage system for rear parking lots along West San Carlos Street would help drivers identify parking locations, boosting accessibility to local businesses.

4.2.3 ENCOURAGE CITY / COUNTY COOPERATION AND COORDINATION

Annexation

The annexation process can be confusing to many businesses and land owners. Many County businesses are reluctant to annex into the City due to the City's increased code compliance and regulations. The City has developed informational brochures in the past that spell out the benefits, drawbacks, and process of annexation of commercial properties. However, many residents and commercial landowners in unincorporated areas remain unconvinced of the benefits of the annexation option. The City should provide examples of the likely increase in property taxes and other costs that would result for different-sized businesses and residences, to illustrate the modest increase in costs.

One benefit of annexation is the eligibility to use Redevelopment Agency funding. While Redevelopment funding is available to unincorporated parcels along West San Carlos because of the Neighborhood Business District designation, such funding is not available for the unincorporated properties along Bascom. Annexation of adjacent properties along Bascom would enable annexation of the street and eligibility for City funds to implement Phase II and additional streetscape improvements that would greatly improve the street for pedestrians, while still accommodating traffic needs.

To make annexation more palatable, the City should consider allowing "grandfathering" of existing businesses for certain code violations (such as non-health and safety related issues) that do not greatly conflict with the goals of this Strategy Plan, postponing code compliance until major renovations or redevelopment occurs. To further alleviate concerns over annexation, the City should emphasize that annexation is not required, and that the Redevelopment Agency is not planning to forcibly acquire any parcels.

Antique stores in the Plan Area often have several vendors. Annexation of these businesses requires that each separate vendor pay business taxes to the City. The City should investigate a policy change to treat a collective of antique dealers as one business, thus allowing the different vendors to share one unified business tax and lower the cost of annexation to the City.

Code Enforcement

The City should work with the County to coordinate code compliance requirements so that businesses do not have to contemplate two different sets of codes when considering annexation. Recognizing that the County has fewer resources to conduct code compliance checks, the County should work with the City to encourage properties to annex and thus become eligible for City funding that could help the properties meet City codes.

Planning Permits

Site Permit Adjustment permits should be referred to District planners for review for compliance with General Plan conservation and preservation policies.

Adult Businesses

Some residents in the Plan Area have complained about loitering, crime, and harassment associated with the adult businesses scattered along West San Carlos Street and Bascom Avenue. The City and County should cooperate to investigate and crack down on illegal activity. However, if adult businesses are clean and discreet, exteriors and grounds are well-maintained, and customers are well-behaved in public, these businesses should be allowed to remain, since they are part of the unique character of the corridor. On the other hand, new adult businesses and expansion of existing adult businesses are likely not possible in most areas due to the proximity of residential uses, and should be allowed only in conformance with the zoning code.

4.3 Del Monte Subarea Recommendations

The Del Monte subarea is still in the early phases of transition from an historically industrial area to a mix of light industrial and new residential development that capitalizes on a central location with great regional access. The residential construction that will occur here will generate substantial demand for local-serving retail and services.

At the same time, light industrial uses will likely experience pressure from nearby residential development and local-serving commercial uses. The city should take measures to support those ISS (Industrial Suppliers and Services) and light industrial businesses that will remain. The north side of West San Carlos will remain a location for primarily ISS and other light industrial uses. Maintaining zoning categories that clearly delineate where these different uses are appropriate will be critical to the survival of these businesses.

In areas where residential and industrial uses will abut, primarily on the south side of West San Carlos Street, the city needs to take care that residential parking does not overflow into light industrial areas, and that appropriate access and infrastructure for PDR (Production, Distribution, and Repair) and light industrial businesses are maintained.

4.4 Mid-Corridor Subarea Recommendations

The attributes which distinguish the Mid-Corridor subarea as the best location for local-serving businesses should be strengthened, with West San Carlos Shopping Center continuing to serve as the central focus of the area, and greater physical connections to the Shasta Hanchett and Buena Vista neighborhoods. While the presence of businesses such as South Bay Paints, Moon Zoom, and See's Candies demonstrates that destination businesses can succeed in the Mid-Corridor business mix, they serve a loyal clientele and do not necessarily depend on co-location with other destination businesses.

Interviews with business owners and information about the current array of businesses indicate that the Mid-Corridor subarea primarily serves the lower income households in the Buena Vista

neighborhoods rather than the more affluent residents of the Shasta Hanchett neighborhood, who consider The Alameda to be their foremost local shopping area. In addition, the physical constraints of the West San Carlos Shopping Center, which has a generic, strip-center visual aspect, recommend it as a primarily local-serving center. Sections of West San Carlos Street with more visual character and a higher concentration of destination businesses are more suitable for additional destination businesses.

4.4.1 WEST SAN CARLOS SHOPPING CENTER

This center currently serves a wide range of neighborhood needs: from groceries, to laundry, to clothing stores, to restaurants. The center is also home to destination businesses such as South Bay Paints and the Rent-A-Center. The center's performance could be augmented with the following strategies.

Construct Monument Signs

Business sales in this center suffered through the renovation that took place for nine or more months. Currently there is no street-front signage identifying the center. The Redevelopment Agency should implement its plan to place three monument signs along the street in order to increase the visibility of the center's businesses as soon as possible. Small businesses whose sales were most affected by the renovation will especially benefit from the monument signs and improved visibility of the center.

Leasing and Management

The Center's multiple owners should cooperate in the management and leasing of the center. One owner suggested that a full-time management position could enable tenant guidelines and standardization of lease agreements, development of a merchant association, more attractive maintenance and landscaping, and cooperative marketing.

Upgrade and Upkeep

Businesses that are currently poorly maintained and detract from the center's image should be subject to tenant guidelines, or be forced to relocate.

4.5 Burbank Subarea Recommendations

4.5.1 BURBANK THEATER IMPROVEMENTS

The landmark Burbank Theater is the only "classic theater" building in the Plan Area and is visible as one enters the Plan Area from the south along Bascom Avenue. The theater has shown many different types of entertainment over its fifty years of existence. Although the theater is currently closed, various parties have shown interest in reopening the theatre for different purposes. The theater should be improved and enhanced to strengthen its original role as a neighborhood landmark and gateway to the Burbank area. The most appropriate uses include family-friendly movies, art films, and live theater, complemented by a café which would serve as a social gathering space both days and evenings. A successful reopening of the theater as a community amenity will likely spur further improvements to properties and businesses along Bascom Avenue.

Facade improvements would help restore the theater to its past grandeur and help reinvigorate the neighborhood. If the theater undergoes substantial renovations and improvements, it will require annexation to the City, which may in turn open up new funding sources for facade rehabilitation. Ideally, theater renovations should be synchronized with facade improvements to adjacent businesses (such as “Comic Book Row”) so that the entire block is transformed at the same time.

Parking Supply for the Burbank Theater

The Burbank Theater has a limited supply of adjacent off-street parking spaces, insufficient to accommodate potential uses if the theater is re-opened. However, there are many spaces in the surrounding commercial area that could provide the additional parking supply necessary to allow large theater crowds. The availability of these additional parking spaces could help alleviate neighborhood concerns about theater parking spillover into residential areas.

This section compares the projected demand for parking spaces for the Burbank Theatre to available parking supply in the area. The Theater building is approximately 15,000 gross square feet. The theatre itself consists of 9,700 square feet and has 470 seats. The number of parking spaces needed for the Burbank Theater was estimated assuming that the theater use remains and that the remaining 5,300 square feet in the building is used as retail space.

The City of San Jose parking code requirements for theaters (with 1 to 3 screens) is 1 space per 3 seats. This yields a parking requirement of approximately 160 spaces. This number of spaces would only be needed when the theater reaches its peak parking demand on Friday and Saturday evenings. The parking requirement for the retail space (associated with the theatre) is 1 space per 200 square feet. Applying this ratio to an estimated gross leasable area of 4,500 square feet yields a parking requirement of about 20 additional spaces. Depending on the type of retail use, the peak parking demand for the retail space may not coincide with the peak parking demand for the theatre.

With shared parking arrangements and restriping of some parking areas, sufficient parking exists within about 800 feet of the theater to meet the projected peak demand in the evening. There are approximately 135 on-street parking spaces on Bascom Avenue, on the segment of Parkmoor Avenue adjacent to the theater, and in the private parking lots along Bascom between Parkmoor and Scott Street. There are also about 25 spaces in the parking lot on the northwest corner of the Bascom / Scott intersection. Due to the current daytime-only use of these 160 parking spaces, most or all of these spaces could be available in the evening for theater patrons. Use of private off-street parking lots would require shared parking arrangements between the theatre and local retail businesses that do not use their parking lots in the evening.

Basile Avenue is fairly wide at Bascom and could be re-striped to change the existing parallel parking spaces to diagonal parking to add additional parking spaces (refer to diagrams in Chapter 3 showing the Bascom Avenue streetscape improvements). Additional on-street parking could be available along Parkmoor Avenue in front of residential properties. These potential parking supplies were not included in the count of 160 spaces.

The current pedestrian realm along Bascom Avenue is uninviting and does not encourage people to park and walk one or two blocks to the theater. Implementation of the streetscape improvements that are described in Chapter 3 of this Strategy Plan will make walking along Bascom more pleasant and safe. Pedestrians will then be more willing to walk from parking areas along Bascom to the theater.

The theater is currently within County jurisdiction. If the theater is renovated for renewed use, it will require permits from and annexation to the City. The City and County should work with the owner of the Burbank Theater and other commercial landowners on Bascom Avenue to explore these possibilities to share off-street parking. This sharing will allow the theater to proceed with renovations and gain required permits, while taking advantage of the commercial parking that is not otherwise used in the evenings. The County should work with business owners and land owners along Bascom Avenue to create a Parking Improvement District which would pool existing parking spaces and allow sharing of parking spaces to meet individual businesses' requirements.

4.6 Actions to Support Existing Businesses

WSCNBA Strategies

- 4.1 Employ full-time staff to perform its administrative and marketing functions (these could be two half-time positions or one full-time position).
- 4.2 RDA should concentrate Business Manager's services on facilitating façade improvements, business recruitment and retention, land development, and streetscape improvements.
- 4.3 Resolve WSCNBA office location safety issues or move to another location. Office space should be visible from the street and create good PR for the business association. Consider sharing office space with neighborhood associations.
- 4.4 WSCNBA and RDA should provide board and staff with commercial revitalization training opportunities.
- 4.5 Should have an annual budget of \$100,000 to \$150,000. Explore various funding options and develop a long-range funding plan.
- 4.6 Continue to build positive relations with adjacent neighborhoods through events, joint meetings and the possible sharing of office space.
- 4.7 Develop a strategic plan that documents the association's broad, long- range goals and strategies for achieving those goals.
- 4.8 Develop a multi-faceted marketing plan that promotes the various physical nodes, business clusters and market niches along the corridor.



- 4.9 Organize the following business clusters into individual subcommittees to explore joint marketing, facilitate business networking, and deliver targeted member benefits: used car businesses, motorcycle businesses, and restaurants.
- 4.10 Organize businesses near the Burbank Theater into a subcommittee to explore joint marketing, facilitate streetscape and façade improvements, increase business networking, and deliver targeted member benefits.
- 4.11 Organize businesses that fall into the “hip/alternative” category into a subcommittee to explore joint marketing, facilitate business networking, and deliver targeted member benefits.
- 4.12 Facilitate networking and joint marketing among businesses in the West San Carlos Shopping Center.
- 4.13 Reorganize the antiques stores into a working subcommittee to pursue marketing efforts for the antique stores.
- 4.14 Help businesses identify the buying power and preferences of the Hispanic customer market and develop marketing materials and activities as appropriate.
- 4.15 Publish a business directory with telephone numbers, product offerings and coupons to facilitate business-to-business sales.
- 4.16 Identify businesses along the corridor that could best capture shoppers from Santana Row and Valley Fair and provide them with information on those customers’ shopping preferences.

Other Business Support Strategies

Corridor-Wide

- 4.17 Encourage adjacent businesses to share parking supplies
- 4.18 Encourage adjacent businesses to connect and share their rear parking lots
- 4.19 Develop a unified signage treatment for rear commercial parking lots
- 4.20 Encourage annexation of commercial properties within the County
- 4.21 Explore City tax policy changes that would allow a collective of antiques dealers within one property to pay one unified, and therefore lower, business tax upon annexation to the City.
- 4.22 Encourage City-county cooperation for façade improvements, code enforcement, and other issues

Del Monte Subarea

- 4.23 Support existing light industrial and ISS businesses by maintaining separate zoning of residential and light industrial areas.
- 4.24 Ensure adequate parking for residences and businesses to prevent overflow into industrial areas.
- 4.25 Maintain transportation infrastructure for light industrial businesses to accommodate truck traffic.
- 4.26 City should offer physical improvement loans for existing light industrial businesses to maintain and upgrade their facilities.

Mid-Corridor Subarea

- 4.27 Complete the construction of the three monument signs at the West San Carlos Shopping Center.
- 4.28 West San Carlos Shopping Center owners should hire a full-time manager to handle all aspects of Center leasing and maintenance.

Burbank Subarea

Burbank Theater

- 4.29 Assist the owner of the Burbank Theater to obtain the necessary permits and funding for improvements that would allow the theater to reopen as a family theater with a cafe and/or community space.
- 4.30 Offer REAL (Retail, Entertainment and Arts Loan Assistance) funding to the Burbank Theater owner to improve the theater as a catalyst for enhancing the area and the drawing power of existing businesses.
- 4.31 Support façade improvements for the Burbank Theater
- 4.32 Allow use of on-street parking to meet parking supply for the Burbank Theater.
- 4.33 Coordinate a shared parking program for businesses Bascom Avenue, focused on the Theater.

CHAPTER 5. ATTRACT NEW BUSINESSES OF VARIOUS TYPES

The diversity of commercial activities on West San Carlos Street is an asset, while the lack of a cohesive identity detracts from the success of local businesses. Attracting appropriate new retail types will be a major factor in adding greater coherence to the commercial character of the street and its individual subareas. With the appropriate synergies, a critical mass of stores within each business cluster will benefit all business owners by creating a stronger draw. Current residents will also benefit from the fuller complement of shops and services resulting from retail attraction. Destination business owners also benefit from the presence of other well-run businesses that improve the identity of the area as a whole. Following are recommendations for attracting new businesses to West San Carlos Street.

5.1 Corridor-Wide Recommendations

As previously discussed, each subarea has a distinct focus, but some strategies or principles are applicable area-wide. These are listed below, followed by strategies by subarea.

5.1.1 EMPHASIZE FOCAL POINTS/NODES FOR EACH SUBAREA

Each subarea should work towards developing a critical mass of businesses that fits in with its overall focus. Focal points include the Burbank Theater and the major nodes that may be created from new development.

5.1.2 RECRUIT A MIX OF INDEPENDENT AND CHAIN RETAILERS

Many West San Carlos community members stated a desire to both retain and attract new independent businesses as much as possible on West San Carlos Street. While community character is definitely reinforced and maintained by independent businesses, the economic realities of today's retail climate favor a mix of chain and independent retail stores. Increasingly, brokers are realizing that community character that is fostered by independent businesses is an advantage, while chain stores add the image cache of 'national credit' that helps to bolster values in the area overall. The City and the WSCNBA should attract a mix of both local and chain businesses for greater economic competitiveness.

5.1.3 CITY-SPONSORED INTEGRATED RETAIL ATTRACTION

One Redevelopment Agency staff member should be assigned to business recruitment to fill vacant spaces on West San Carlos. The staff person should have an extensive understanding of the current business climate, the different community interests involved and the overall goals and vision for the street. The recruitment effort would entail working with property owners, businesses and local brokers, and visiting other retail areas to explore options and recruitment opportunities. The individual would also need to acquire knowledge about space preferences for a variety of individual retailers.

Often new independent businesses need help getting started. The City can assist these businesses by assembling and distributing a tenant qualification packet to independent owners addressing all the preliminary requirements for a successful entry into the West San Carlos market. This packet can include sample lease agreements, a financial statement form, a list of brokers and attorneys and a list of sign vendors and other vendors.

5.1.4 BUILD MARKETABLE NEW RETAIL SPACE

New buildings should be required to include ground floor retail only if they are located within an existing concentration of retail or if the site can support a minimum of 5,000 square feet. This increment of space can accommodate up to three local-serving businesses. All new retail spaces should be built to minimum depths of 40 feet and have rear access for service activities to be marketable. City zoning should allow for flexible new construction permitting either housing or offices on upper floors of mixed use development.

5.2 Del Monte Subarea

The business focus of this area could be a mix of local and regional serving businesses. However, any new retail development should have an “urban” form where buildings are built to the street and parking is in back of the store, rather than along the street. In addition, retail uses closest to the transit station should cater to a clientele who will be as likely to access the stores by walking as by driving. Large regional serving retail uses whose customer base comes mainly by car should be focused further down West San Carlos, away from the transit station. When retailers are drawn to the eastern end of West San Carlos Street, the City should take care to ensure that the following criteria are met:

- All retail should face West San Carlos Street.
- Any traffic issues arising from adjacencies to light industrial should be mitigated.

5.3 Mid-Corridor Subarea: Local-Serving Retail

Commercial business in the Mid-corridor subarea should have an emphasis on local-serving businesses. Specific recommendations are as follows.

5.3.1 THE FIESTA BOWL

This site, located at North Willard and West San Carlos Street, is currently slated for mixed use with a little more than 4,000 square feet of retail on the ground floor below senior housing. This space could accommodate local retail that would not be suitable for existing retail space elsewhere on the corridor and should target uses more appealing to Shasta-Hanchett residents such as cafes and restaurants.

5.3.2 WEST SAN CARLOS SHOPPING CENTER

If the current laundry mat persists in neglecting basic upkeep and cleanliness of their facility, the center should work to attract a new operator. The market for a Laundromat is very strong, as is attested to by the interest of Launderland in vacant space in the center.

5.3.3 GENERAL DINING

The current selection of affordable restaurants in the Mid-Corridor subarea could be augmented with the addition of more mid-range eating places (restaurant, ice cream store) to provide greater variety and drawing power to the restaurant cluster. One potential tenant mix would be a mid-range restaurant or an ice cream store in combination with some local services.

5.4 Burbank Subarea: Eclectic, Regional Retail

The Burbank subarea has a high concentration of destination businesses, as well as local-serving businesses such as restaurants and services. Businesses in the Bascom area of West San Carlos Street could benefit from the addition of both local-serving and destination businesses to add to the area's identity and drawing power. An effort should be made to strengthen the existing focus on eclectic unique stores targeted to value-oriented shoppers while maintaining the 1950's and 1960's image and architectural style. Due to their high numbers, antique businesses are the most easily identifiable retail node. Other smaller agglomerations of destination retail businesses include furniture, second-hand and vintage clothing, and adult businesses.

A useful strategy for the city would be to visit other Bay Area locations that have evolved into alternative, youth-oriented destinations in order to identify potential businesses that could locate on West San Carlos Street.

Following are recommended retail clusters for expansion:

5.4.1 HIP YOUTH-ORIENTED BUSINESSES

This cluster has great potential for expansion. A greater variety of clothing stores, and possibly books and music targeting hip, but budget-conscious teens and young adults will bring this cluster towards critical mass. The addition of entertainment uses serving this demographic will greatly improve the area's appeal. Movies at the Burbank Theater and a coffee house would have substantial benefits to the other youth-oriented businesses.

5.4.2 CAFES WITH CURBSIDE APPEAL

All retail businesses would benefit from the addition of a cafe or lunch venue with an attractive ambiance to add to the pedestrian shopping experience. If possible, awnings and outdoor seating would greatly enhance customer drawing power. Infilling with these types of businesses will increase the pedestrian experience for destination shoppers.

5.4.3 THEATER

The restoration of the Burbank Theatre would create a focal point for the area and result in an overall improvement to its identity and drawing power. The City should support the Burbank Theater's use as an entertainment venue, such as a second-run movie or art house concept that would complement the existing second-hand businesses targeting young adults (i.e. Crossroads and comic book stores.)

5.4.4 OTHER CLUSTERS

Other retail clusters in this subarea could include used music, used books, arts and crafts stores.

5.5 Actions for Business Attraction

Corridor-Wide

- 5.1 Target businesses that fit in with the overall identity of each 'node'
- 5.2 Recruit a mix of independent and chain retailers
- 5.3 Assign an RDA staff member to retail recruitment effort
- 5.4 Require retail space in mixed-use developments to be of marketable space

Del Monte Subarea

- 5.5 Require new retail space to face West San Carlos Street
- 5.6 Maintain adequate parking for new businesses and residences to avoid impinging on light industrial activities

Mid-corridor Subarea

- 5.7 Work to attract local-serving stores that appeal to Shasta Hanchett residents to the Fiesta Bowl site
- 5.8 Work to attract a new laundry mat to West San Carlos Shopping Center
- 5.9 Work to attract mid-range restaurants and other eating places
- 5.10 Work to attract other appropriate local-serving retail types to Mid-Corridor (see market feasibility section in Chapter 2)

Burbank Subarea

- 5.11 Work to attract a movie operator to the Burbank Theater
- 5.12 Work to attract hip, youth-oriented businesses.
- 5.13 Work to a café with curbside appeal.
- 5.14 Work to attract other businesses that fit in with the overall theme such as used books/ records/cds, arts and crafts

CHAPTER 6. STIMULATE INVESTMENT AND REINVESTMENT

6.1 Structuring New Development

6.1.1 OPPORTUNITY SITES

Figure 6-1 is a map of the Plan Area that shows potential opportunity sites for new development. These opportunity sites are defined from an economic perspective, and are either underutilized relative to the current real estate market or represent an opportunity for consolidating smaller parcels into larger, more efficient and developable parcels.

- Underutilized sites are generally those parcels with low improvement-to-land value ratios (the improvement value is the value of buildings and other improvements on the land, but does not include the land itself). A low ratio often indicates that as land values have gradually increased over time, the level of physical improvements and thus the overall utilization of the site has not increased proportionally. For example, parcels that are used as parking lots and storage yards often exhibit very low improvement-to-land value ratios because these uses often have minimal physical improvements associated with them.
- New development is generally more financially feasible on larger sites because there is more usable land, and per-unit land costs are generally lower for larger parcels than for smaller ones. Where parcel sizes are small, consolidating parcels helps create larger, more developable sites. Because consolidation is easiest where multiple contiguous smaller parcels are under the same ownership, landowners of large parcels or multiple contiguous parcels have the ability to effect major transformations.

Locations where low improvements-to-land value ratios and opportunities for consolidated parcel ownership overlap may be some of the best opportunities for new development in the corridor. Within the two-mile length of the Plan Area, various sites have the highest potential for redevelopment, either through reuse or intensification, and are shown in Figure 6-1.

While the designation of opportunity sites is broad-brush and certainly not the only indicator for predicting change, it gives a general idea of where new construction may occur. The largest opportunity sites (over 5 acres in size), as well as some medium-sized sites (about 2 to 5 acres), exist in the Del Monte Subarea, east of Meridian. The Mid-Corridor Subarea contains several fairly deep medium-sized opportunity sites, largely on the north side of West San Carlos. The Burbank Subarea, on the other hand, contains only a limited number of opportunity sites.

6.1.2 NODES

Figure 6-1 also shows proposed “nodes” along West San Carlos Street and Bascom Avenue. These nodes generally reflect areas where new development on underutilized sites has the opportunity to bring about a major change in the character and appearance of the area, creating a more pedestrian-friendly and vibrant streetscape. New development at these nodes has the potential to strengthen a unique identity for each of the three different subareas (Del Monte, Mid-corridor, and Burbank) and break up the scale of the long corridor. Development at these nodes should be of high-quality design that contributes to creating a positive image for the Plan Area.

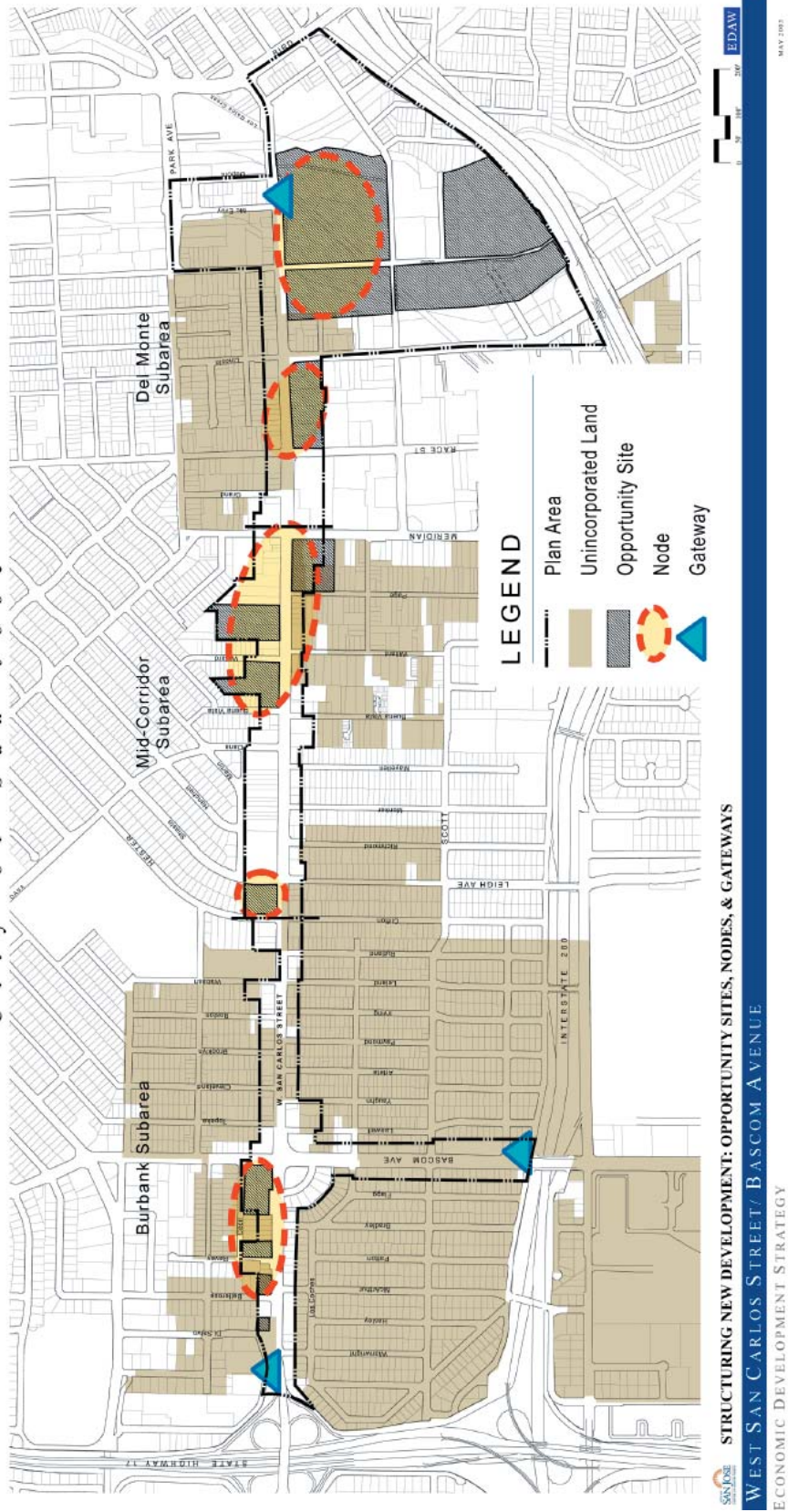


Figure 6-1. Structuring New Development: Opportunity Sites, Nodes, & Gateways

6.1.3 GATEWAYS

Figure 6-1 shows three gateways that mark the three entry points to the Corridor. The Burbank Theater is a community landmark that already functions as a gateway, albeit one in need of restoration. New gateways are proposed at both ends of West San Carlos Street. These two new gateways may be created through architectural elements of new development, such as towers; or could be built as separate structures, such as a gateway over the street, a monument, or other freestanding structure.

6.2 Corridor-Wide Recommendations

Additional housing, new retail and commercial opportunities are vital to improving and maintaining the health of the corridor. Recognizing the unique resources in the corridor and deciding what to preserve and what to change are challenging issues. However, change can be positive and in fact is essential for economic survival. The following sections in this chapter discuss suggested densities, scale considerations, and the general feasibility of new development in each of the three different subareas in the Plan Area.

6.2.1 MARKETABILITY ISSUES FOR NEW APARTMENTS

In the current recession, the demand for new market rate rental housing in San Jose is very soft. When the market recovers, however, the Del Monte subarea will continue to be a very marketable urban residential development location with great downtown and regional access.

Mixed use development with ground floor retail should orient to West San Carlos Street, while residential development on nearby streets should not include retail that could pull business away from West San Carlos. New residential mixed-use projects should approach tenanting of ground-floor retail space similar to the Avalon Bay projects' tenanting strategies (profiled in Chapter 2), with a roughly equal share of independent and chain businesses. This approach requires the involvement of a local broker to both identify viable independent businesses and bring in the national credit tenants as well. This business mix is highly marketable to prospective residential tenants.

It appears preliminarily that flats and townhomes have better long term market staying power than the loft-style apartments that came into favor during the dot-com boom. Recently surveyed new apartment projects tend to demonstrate this, with flats usually proving to be a more popular unit type in projects which offer different unit types. Where adaptive reuse of older industrial buildings is well-suited to loft conversions, lofts are a marketable unit type. New construction should incorporate only a limited number of loft-style apartments, as loft residents generally prefer the look and feel of reuse more than upscale new construction.

When the apartment market in San Jose regains momentum, marketable new rental housing in the Del Monte subarea should offer primarily floorplans that target the smaller urban households that tend to locate in urban areas with good transit access. Projects should offer primarily studio, one bedroom and one+ bedroom units catering to this market, with the balance in two-bedroom units and a limited number of three-bedroom units. Also in keeping with the preferences of this urban market, and in the interest of project feasibility, common area amenities should be limited.

Amenities will take the form of some interior green space and the locational amenities such as proximity to shops and entertainment.

6.2.2 VOLUNTARY PARCEL AGGREGATION

One of the difficulties in encouraging new development along West San Carlos Street is the small size of many parcels. Under current policy, owners of adjacent small parcels have the option of combining the parcels into one larger, more easily developable parcel. The City has a streamlined approvals process for combination of four or fewer lots. Provided certain criteria are met, applicants wishing to combine four or fewer parcels may submit their proposal for approval to the Department of Public Works. Alternately, applicants may obtain a lot line adjustment from the planning department. The City should continue to promote these program. However, parcel aggregations should not affect adjacent residential units to the rear of commercial properties.

6.2.3 LAND USE DESIGNATION CHANGE ON SELECTED OPPORTUNITY SITES

Transit-supportive land uses and higher densities of residential development will bring more activity and business to West San Carlos Street, and provide more public revenues that may be used to acquire land for open space and other public benefits. In order to encourage new development, the development approvals process should be streamlined and incentives should be offered. Several specific suggestions are presented next.

Existing General Commercial Land Use Designation

Most of the properties along West San Carlos Street are designated with a General Commercial land use. Residential development is allowed on these General Commercial parcels in certain scenarios, through application of the City's Discretionary Alternate Use (DAU) Policy and a Planned Development zoning. The DAU Policy policy states that residential/commercial mixed-use projects are allowed with a maximum of 25 units per acre on Minor Arterial Streets. West San Carlos is classified as a Minor Arterial Street.

Land Use Change to Transit Corridor Residential

In order to obtain higher densities, applicants with parcels designated General Commercial must apply for a land use change to Transit Corridor Residential, which allows 20+ units per acre. Obtaining land use changes can be time-consuming, and is a deterrent to many property owners. In order to encourage higher-densities in designated opportunity sites in the Plan Area, the City should conduct a General Plan Amendment to change the land uses to Transit Corridor Residential on selected opportunity sites.

6.2.4 BLANKET ZONING CHANGE TO SUPPORT TOD ALONG WEST SAN CARLOS STREET

The West San Carlos Street corridor is designated as a Transit-Oriented Development Corridor in the General Plan. However, the corridor is not designated with a corresponding transit-supportive zoning category. Individual parcel owners who wish to develop their properties under the TOD Corridor designation (with either the existing General Commercial land use designation or with a

change to Transit-Corridor Residential designation) must currently seek a PD (planned development) rezoning, which requires lengthy review with planning staff and public hearings with the City Council and Planning Commission. Mixed-use projects must also obtain a Conditional Use Permit. These requirements are often a deterrent, in terms of time and expense, to many small landowners who wish to redevelop their properties.

To streamline the development approvals process along West San Carlos Street, the City should conduct a zoning change for selected opportunity sites along the street within the Plan Area. On these properties, zoning should be changed either to Planned Development (PD) or Commercial Pedestrian (CP). Both options are discussed below. These streamlining efforts should continue to be subject to the public hearing process, in order to ensure public input and acceptance.

Change to Planned Development (PD) Zoning

One option for the City to streamline the development approvals process is to prepare a Planned Development (PD) rezoning for selected properties along West San Carlos Street. The PD rezoning would involve considerable research and effort up-front by City staff, in order to spell out appropriate development criteria. However, once the PD rezoning standards are in place, project applicants would only need to obtain a PD permit, which is approved by the Planning Director through a public hearing process. However, the applicant would not need to obtain Planning Commission approval.

Change to Commercial Pedestrian (CP) Zoning

Previous Efforts. In the past, the City attempted to streamline the development approvals process and encourage a more pedestrian-friendly environment along the West San Carlos Street corridor by proposing a blanket zoning change to Commercial Pedestrian, CP. The blanket zoning change was intended to help streamline the development approvals process by removing the need for individual applicants to obtain a zoning change. Applicants would only need to obtain a site development permit.

At the time, the CP zoning category had a two-story height limit; however, recently the City increased the maximum allowable height in CP districts to four stories. The CP zoning category also includes a maximum allowable front setback of 0 to 10 feet and a minimum lot size of 6,000 square feet. The maximum business size (for individual tenants) is 2,500 square feet for personal service shops; 5,000 square feet or eating, drinking, or entertainment establishments; and 15,000 square feet for all other uses.

When the City proposed the blanket CP zoning, the two-story height limit raised great concerns among business owners and landowners who felt they would not be able to create economically-viable projects. Business owners and landowners were also concerned about the limited front setback, which is intended to preclude front off-site parking areas. They felt that they needed to have parking clearly visible from the street in order to remain commercially viable. Because of these concerns, the City postponed its efforts to conduct a blanket zoning change to CP.

Recommendation. Now that the maximum allowable height of the CP zoning category has been raised to four stories and 50 feet, the CP zoning is an appropriate category to support Transit-Oriented Development along West San Carlos Street for selected opportunity sites where parcel size makes higher-intensity development possible. A blanket zoning change to CP along West San Carlos Street would remove one step in the development approvals process. Developers of single-use projects would only need to obtain a site permit, which could be approved by the Planning Director, rather than the Planning Commission.

The blanket CP zoning change should apply the existing CP zoning with the four story height limit. The CP zoning should continue to require a zero or minimal (less than 10 feet) front setbacks and placement of off-street parking at the rear of the parcel, in order to make the street more pedestrian-friendly. To alleviate business owners' reluctance to give up parking at the front of parcels, businesses could be allowed to supplement the required off-street parking supply with adjacent on-street parking spaces. Also, development should still be required to comply with the City's Residential Design Guidelines, Commercial Design Guidelines, and other policies which require side and rear setbacks and height transitions to be compatible with adjacent residential neighborhoods.

Mixed-Use Projects. Currently, mixed-use projects pursuing a CP zoning change must obtain a Conditional Use Permit, which requires approval by the Planning Commission. One change that would help streamline mixed-use projects along West San Carlos Street is to exempt such projects from the requirement of obtaining a Conditional Use Permit. The site development permit should be sufficient to allow mixed-use projects.

Conduct EIR for Land Use and Zoning Changes

The City should conduct a program-level Environmental Impact Report (EIR) for the proposed land use and zoning changes on selected opportunity sites. A careful and reasoned estimate of the likely level of anticipated development along the Corridor, taking into account setback, height, and parking constraints, would be needed for this EIR.

Continue PD Rezoning Approach in the Del Monte Area away from West San Carlos Street

For properties within the Del Monte subarea that are located away from West San Carlos Street, the City should continue to require case-by-case PD rezoning, as projects on these parcels will have more complex development issues. The PD rezoning should allow development to be built with heights of up to six stories, in order to accommodate densities of 40 or more units per acre.

6.2.5 PARKING-RELATED INCENTIVES FOR NEW DEVELOPMENT

In keeping with the Plan Area's current and future transit service, the City's codes allow and encourage fairly high densities in the Del Monte subarea and also along West San Carlos Street. However, the high cost of land and the expense of building structured parking to support high densities makes it difficult to attract new development to the area. The following section describes approaches that the City should pursue to encourage more efficient use of the parking supply and potentially reduce the amount of parking required, thereby reducing construction costs.

Parking Ratio Reductions and Transportation Demand Management

Achievable residential densities are often constrained by the required number of parking spaces per unit. In areas with good transit service, it is possible to justify lowering the amount of parking provided because residents and workers are able to use transit for many of their trips. Transit service to the eastern portion of the Strategy Plan area will soon be greatly improved with the construction of the Vasona Light Rail Transit (LRT) line. However, because it could be years or even decades before transit service improves along West San Carlos Street, residents, shoppers, and workers will still depend on cars.

East of Lincoln Avenue, allow parking reductions. The City allows, through application, parking ratio reductions of ten percent off the standard requirement for new transit-oriented development within one-quarter mile of rail transit stations. This reduction is appropriate in the Del Monte subarea east of Lincoln Avenue, where parcels will be within about one-quarter mile of the Vasona LRT station, provided that the Vasona LRT station opens concurrent with or prior to the new development. Approval of the ten percent reduction currently requires that applicants obtain a Development Permit and a Planning Development Zoning approval; the City should consider making this parking ratio reduction automatic for new development within the Del Monte subarea.

West of Lincoln Avenue, maintain current parking standards. Areas of the Plan Area west of Lincoln Avenue, including portions of the Del Monte subarea, are more than one-quarter mile from the planned Vasona transit station. Based on current transit service levels, no reduction in parking ratios is recommended in these areas unless a Transportation Demand Management (TDM) Plan demonstrates a lower demand for parking on a case-by-case basis. TDM programs can have many components, including pricing and regulatory measures, and are designed to encourage transit usage, walking, bicycling, carpooling, and other alternatives to drive-alone automobile trips. All proposed TDM programs should include monitoring and enforcement provisions.

In the long run, Bus Rapid Transit or LRT service may be implemented along West San Carlos Street. At that time, the City should consider granting lowered parking ratios of ten percent below the requirement.

Counting On-street Parking towards Requirements

On many parcels, particularly small or shallow parcels, it is difficult and expensive to provide the full number of parking spaces that would be required for development. At the same time, the space on the street(s) adjacent to the project can provide additional spaces that may be used by that development. In order to help achieve the intended goals of encouraging pedestrian-friendly development, the City should allow the supply of adjacent on-street parking to count towards parking requirements for new multi-family development and for retail development. The City's Residential Design Guidelines currently allow single-family, duplex, and rowhouse units to accommodate off-lot parking via on-street parking; however, multi-family and retail projects are not currently allowed to count on-street parking.

For residential use, each unit must be provided with a minimum of one off-street parking space in a garage or parking lot, and any additional spaces for each unit could be provided with on-street parking. For retail use, on-street parking is very convenient for shoppers. For office use (such as

in the southern portion of the Del Monte subarea), all-day adjacent on-street parking may work well as long as there is no retail development that would compete for these spaces. The use of on-street parking to meet parking demand also lowers development costs, making costly development on urban infill sites more financially feasible. Guest parking spaces for residential and office developments should also be allowed to be supplied on-street. In all cases, however, the new use should demonstrate through a detailed parking study that on-street parking does not impact existing residential neighborhoods.

The public neighborhood parks that are encouraged to be provided in this Strategy Plan are geared towards serving residents nearby and within walking distances. These parks should be allowed to meet any parking requirements through adjacent on-street parking spaces.

In all cases, the on-street parking supply for new development should only use the spaces immediately adjacent to the project. The new development should not rely on parking spaces on residential streets in front of existing residences.

Allow and Encourage Shared Parking

Shared parking is an efficient use of the existing parking supply which can be shared between compatible retail and housing uses, or between other uses which have different time-of-day parking demands. Shared parking is also appropriate where shoppers can be expected to park once and then walk to multiple destinations. The City should continue to advertise and promote the benefits of shared parking in the Plan Area to potential developers. The City should encourage adjacent businesses to pool their parking spaces and allow each other's customers to park in front of each other's stores, and to formalize these agreements.

6.3 Del Monte Subarea Opportunities

The industrial Del Monte Subarea extends from West San Carlos Street south to I-280 and west to Lincoln Avenue, and includes the actual Del Monte facilities (now closed) as well as many other industrial and service businesses. The area, once a hub of food processing, canning and gravel processing activities, is beginning a shift to a mixed-use, transit-friendly neighborhood close to downtown San Jose. Many landowners with large land holdings have expressed a desire to redevelop their land, whether in the short term or long term. One of the major landowners in this area, K&B Homes, has purchased the former Del Monte facility and is actively considering different moderate- to high-density housing and mixed-use options. The Santa Clara Valley Transportation Authority is interested in redeveloping their materials storage yard as a mixed-use residential/retail project along West San Carlos after the Vasona line construction is completed in 2006. The Reed and Graham gravel processing business has long-term plans to redevelop their site as residential and office, and has obtained a General Plan Amendment for such uses.



Orenco Station is a new mixed-use transit-oriented development project along a light rail line outside Portland, Oregon.

The Midtown Specific Plan (1992) provides detailed guidance as to the appropriate amount and character of development in the Del Monte area. However, since the Specific Plan was adopted, the Del Monte canning facility has closed and construction of the Vasona light rail line is underway. This section describes guidelines and recommendations for new development in the Del Monte area. Among the most important improvements to make in this area are a pedestrian-scale street pattern, generous neighborhood parks, and high-intensity development that takes advantage of the area's transit service. This section also describes proposed changes to the Midtown Specific Plan in order to support the desired transformation of the Del Monte subarea.

6.3.1 MARKET FOR NEW HOUSING & OTHER DEVELOPMENT INCLUDING NEW RETAIL TO SUPPORT THE HOUSING

To optimize the benefits of transit access, the Del Monte subarea should optimize residential density by infilling with condominium rather than townhome development. A mix of housing types with varied architectural styles that provides urban amenities and a true "sense of place" would help reinforce the young, hip urbanite image that the corridor seeks to promote.

6.3.2 TRANSIT-SUPPORTIVE LAND USES

As explained in the discussion in Chapter 2, the General Plan encourages residential densities of at least 40 units per acre in areas served by rail transit. Therefore, the primary land use in the Del Monte area closest to the planned Vasona light rail station (north of Home Street and Savaker Avenue) should be higher-density residential. The greater Del Monte area is also the only large opportunity site in the Strategy Plan area for higher-intensity new development that would not have potential adjacency issues with established single-family residential neighborhoods.



These photographs show higher-density (over 40 units/acre) projects in the Bay Area. Clockwise from top left: Villa Torina in San Jose, Paseo Plaza in San Jose, and Delancey Street in San Francisco (a mixed-use project).

The City should provide design assistance to the developers in the Del Monte subarea in order to ensure a high-quality pedestrian environment that complements the light rail service. The City should also require that master

builders of very large projects subcontract to different developers in order to create a variety of building styles, rather than a homogeneous appearance.

Residential Development.

With construction of the Vasona Light Rail line underway, the greater Del Monte subarea falls within the City's higher range target for proposed transit-supportive land

uses. Therefore, housing in this area east of Meridian Avenue should achieve an average density of at least 40 units per gross acre (i.e. including the private land that will be dedicated to future local streets, but excluding existing streets in the public right-of-way). The highest densities should be located closest to the Vasona Light Rail Station and West San Carlos Street.

Ground-floor Retail. Except in areas of extremely high pedestrian traffic, retail requires sufficient automobile drive-by traffic to succeed. Therefore, significant amounts of ground-floor retail should only be encouraged in buildings fronting on West San Carlos west of McEvoy, where visibility of the buildings from West San Carlos would not be obstructed by the bridge over the creek. A very limited amount of retail may be able to succeed along other streets within the Del Monte area, such as along Sunol or Auzerais, but should not be required.

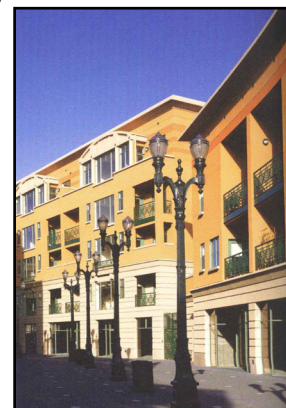
Office Development. South of Home Street and Savaker Avenue, north of I-280, both office and residential uses should be permitted, in keeping with the recent General Plan Amendment for the Reed and Graham site. Office uses should be placed closest to I-280, while residential uses should be built at the northern portion, closer to the proposed community park between Home Street and Auzerais Avenue. Similar to the vision for the residential uses, office uses in this area should display an urban form and intensity that takes advantage of the proximity to the light rail station.

6.3.3 NEW STREETS TO BREAK UP SCALE OF BLOCKS AND CONNECT AREAS

Currently, most of the blocks in the Del Monte area are about 700 feet in length from east to west, whereas existing residential blocks to the west are more pedestrian-scaled and are only about 200 to 300 feet long along the short side. Where possible, the existing block pattern in the Del Monte area should be refined with the addition of new local streets that create more traditionally-sized and pedestrian-scaled blocks. New streets should be dedicated as public streets, rather than private streets.

New streets should also frame the proposed major park in the Del Monte area. Streets bordering the park will make it feel more public, provide convenient public access and parking, and increase activity levels to help make the park safer. A public street should run along the length of the future Los Gatos Creek trail system within the Plan Area, providing public access, activity, and safety. Where the street passes between the large community park and the creek trail, it could narrow down and should be paved with textured material in order to encourage traffic to slow down to safe speeds for the frequent pedestrian and bicycle crossings in this area.

The need to minimize the number of street crossings of the Vasona light rail line tracks may make it difficult to connect the streets throughout the Del Monte area. Where streets are not possible, pedestrian connections across the tracks should be provided, in clearly-marked crossings that link to walkways framed by buildings. These pathways could be located on private land and be privately maintained, but should be publicly-accessible.



Pedestrian pathways should be lined with doors and windows of adjacent buildings, to provide security and activity. This is Paseo Plaza in San Jose.

ILLUSTRATIVE PLAN FOR THE GREATER DEL MONTE AREA

Figure 6-2 is an illustrative concept of how the Del Monte area could be developed with housing, mixed-use, and offices. The illustration depicts a street network and community park that create the framework for the new development which occurs over time, and a transit station and plaza which become a focal point for the new community. This is just one example of how the area could develop; plans submitted by property owners may be different. However, all development in this area should comply with the general guidelines established for the Del Monte area in the Midtown Specific Plan and this Strategy Plan.

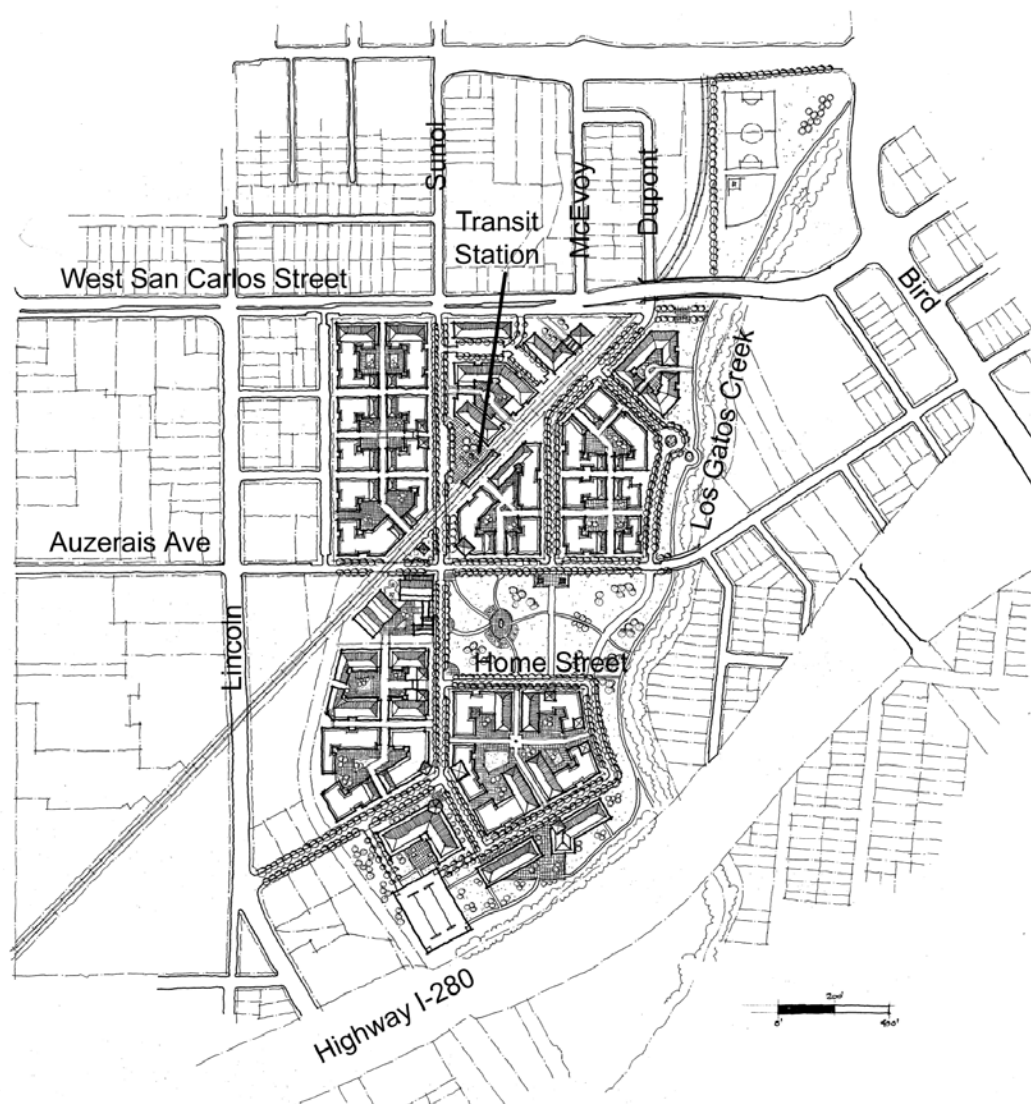


Figure 6-2. Del Monte Subarea Illustrative Plan

Figure 6-2 is a drawing showing one concept of how the portion of the Del Monte subarea east of Lincoln Avenue could develop. The new development frames views from West San Carlos Street to the Creek. Higher-intensity housing frames the transit station and public plaza, as well as the community park. Office development is clustered near Highway I-280. The Los Gatos Creek and trails are bordered by new streets which provide public access and activity.

6.3.4 GENERAL PLAN AMENDMENT TO REDUCE AMOUNT OF RETAIL

Background

The Midtown Specific Plan from 1992 included the 13.3-acre Del Monte packing plant site in the Lincoln - Auzerais subarea. The Lincoln-Auzerais area includes properties between Race and the VTA property along West San Carlos, as well as many parcels south of Auzerais (refer back to **Figure 1-1** in Chapter 1). The Specific Plan anticipated that the Del Monte plant would remain, and retained the entire Lincoln-Auzerais site as a Combined Industrial / Commercial land use designation, with a 45' height limit and 0.5 FAR. The Plan described new development for the Lincoln-Auzerais area as 55,000 square feet of retail / entertainment / restaurant, as well as 290,000 square feet of new commercial / industrial. No housing was envisioned for this area. The land use map in the Specific Plan suggests that the 55,000 square feet of retail was intended to be accommodated along the length of West San Carlos in that area. The additional 290,000 square feet of commercial / industrial land would be accommodated through intensification of the industrial lands in the remainder of the Lincoln-Auzerais area.

In the Specific Plan, the approximately 3.7-acre VTA-owned parcel at West San Carlos, as well as the Cheim Lumber / Hertz Equipment Center property, is included in a separate Vasona Mixed-Use area. The Specific Plan proposed for this area 240 to 370 dwelling units, 60,000 square feet of retail, and 40,000 square feet of office.

About ten years later, the Del Monte plant closed. In August 2001, City Planning staff prepared a General Plan Amendment stating that since the Del Monte plant had closed, the 13.3 acre Del Monte parcel should be changed to a Transit Corridor Residential (40 - 100 u/a) designation. The Amendment, which was approved and enacted, included a modification to the Development Program for the Midtown Plan, adding 580 housing units, 60,000 square feet of retail and 40,000 square feet of office to the Lincoln-Auzerais subarea. While the Amendment did not clearly specify where in the Lincoln-Auzerais subarea the additional development should go, its report includes a diagram of the Del Monte area (13.3. acres), which implies that this additional increment of new development is all intended to go on the 13.3-acre Del Monte parcel. The total amount of new development allowed in the entire Lincoln-Auzerais area would then be 580 dwelling units, 115,000 square feet of retail, 40,000 square feet of office, and 290,000 square feet of commercial / industrial use.

Recommendations

As a result of the Strategy Plan process, it is recommended that City staff amend the General Plan to revise the amount of commercial/retail development anticipated for Lincoln-Auzerais area and for the Del Monte parcel in particular (an addition of 60,000 square feet retail for a total of 115,000 square feet of retail, and a total of 40,000 square feet of office). The 13.3-acre Del Monte parcel

ILLUSTRATIVE CONCEPT OF DEVELOPMENT ON A MEDIUM-SIZED LOT

During the community workshop process, several different building, parking and circulation layouts were tested on a hypothetical medium-sized site to determine various urban design alternatives. A medium-sized site was chosen because it represents the pattern associated with many of the potential opportunity areas in the Del Monte and Mid-Corridor Subareas. Many of these opportunity areas are between Buena Vista and Lincoln, while a few may be found in the Burbank subarea. In some cases, one parcel is sufficiently large for development, while in other cases, multiple contiguous parcels must be assembled.

The following discusses how a medium-sized site could be developed. The example is not intended to represent any one particular site, but is a generalization. Two different mixed-use scenarios of housing with ground-floor retail were tested on the prototypical site of approximately 2.4 acres. The scenarios were also tested for economic feasibility to determine if a private sector developer could implement the scenario without subsidies. All other factors being equal, the main determinants of whether a given scenario may be financially feasible from a developer's perspective are land acquisition cost, parking construction costs, density and floor area ratio, and provision of on-site open space.

The moderate-intensity scenario described below is likely to succeed without subsidies due to lower parking construction costs associated with at-grade structured parking in the moderate-density townhouses, as well as the ability to use the entire site for development. The site is maximized with buildings, alleys for garage access, private open space, and pedestrian walkways. The developer would contribute towards off-site open space improvements through an in-lieu fee rather than setting aside valuable land on-site for public open space. This scenario is described in more detail below.

A different scenario considered higher densities of housing plus the dedication of about one-quarter of the parcel for use as a public park. This scenario appears to be infeasible from an economic standpoint, unless public subsidies can be provided. This is because the cost of dedicating land for a public park is higher than the equivalent in-lieu fees that the development would have to pay, and the land dedication means that less land is available for revenue-generating development. Furthermore, the higher development intensities in this second alternative require more costly (compared to at-grade townhouse garage parking) underground parking, either fully or partially below grade. If public subsidies, further reductions in parking ratios, or public purchase of the land for the park are possible, this scenario may be financially feasible. This second scenario is not discussed in this Chapter, but may be found in the Appendix.

has very little frontage on West San Carlos, and that frontage is next to (almost “below”) the viaduct over Los Gatos Creek, hidden from most traffic. This frontage does not offer enough visibility for retail. The only other street frontages of the site are along Auzerai and at the corner of Sunol. While a very small amount of local-serving ground-floor retail might be possible around Auzerai/Sunol, such as a cafe or dry cleaners, this is not an ideal location for a major amount of retail.

The entire Lincoln-Auzerai subarea (including Del Monte) should allow a maximum of 55,000 square feet of retail, as originally intended; 550 to 1300 dwelling units focused largely on the Del Monte parcel, no office uses, and 290,000 square feet of new commercial / industrial. These recommendations are discussed in more detail below. The original FAR and height for the Lincoln-Auzerai area in the 1992 Midtown Plan should be revised to reflect this housing-focused TOD designation.

Retail Space. The City should reduce the proposed amount of retail in the Lincoln-Auzerai area to a level that is at or below the original recommendations of the Midtown Plan. The original Midtown Plan called for a more reasonable amount of retail in the greater Lincoln-Auzerai area along West San Carlos, namely 55,000 square feet. It is unlikely that a continuous strip of ground-floor retail amounting to 55,000 square feet would be built along West San Carlos, given the eclectic mix of existing uses that are there today and that may remain. Therefore, some of the 55,000 square feet could be allowed elsewhere in the Lincoln-Auzerai area (such as at Sunol and Auzerai), but only if the developer felt it could be viable.

Office Space. The City’s policy for transit corridors is to encourage high-density housing, rather than office development. The Del Monte site is designated an Urban Transit Corridor Residential site. Accordingly, the proposed additional 40,000 square feet of new office development should be deleted from the greater Lincoln-Auzerai area designation. On the other hand, the Reed and Graham site (south of Auzerai) has been approved for office and housing, and remains a more appropriate location for office than the northern Del Monte area because of its proximity to the highway.

Housing. The recommendation from the General Plan Amendment report that remains most applicable is the idea of adding housing to the Lincoln-Auzerai subarea. The amount of housing units in the GP Amendment’s Development Program for the Lincoln-Auzerai area, 580 dwelling units, corresponds to a density of approximately 43 units per acre if placed only on the 13.3-acre Del Monte site. Since the TOD designation in urban areas actually allows 40 to 100 units per acre, the amount of housing allowed in the Del Monte area should also represent a comparable range, i.e. about 530 to 1,330 units.

6.4 Mid-Corridor Subarea Opportunities

The Mid-Corridor subarea contains mostly developed parcels with a high percentage of neighborhood retail and local-serving uses. Several sites in this subarea could be redeveloped with moderate-to higher intensities of development, particularly on the north side of West San Carlos where the parcel depths are deeper.

Moderate-intensity Mixed-use Development On A Medium-sized Parcel

Figure 6-3 depicts a series of two- to three-story residential apartment buildings and townhouses totaling 72 units, and 3,400 square feet of ground-floor retail. With a parcel size of 2.4 acres, this equals a net density of 30 units per acre. This density range would be appropriate in the Mid-Corridor area in locations that are more than 2,000 feet from the planned Vasona Light Rail station. The important concepts in this sketch are that large areas of parking are hidden away from the street, buildings frame the sidewalk and internal walkways, and ground-floor retail or building entries create activity and “eyes on the street” for safety. The alley at the rear of the site provides access to townhouse parking, and also serves as a setback and buffer between the new development and the existing residential development behind the site. Shared parking, parking ratio reductions, or on-street retail parking are necessary to enable all of the parking to be accommodated in a economically feasible manner.

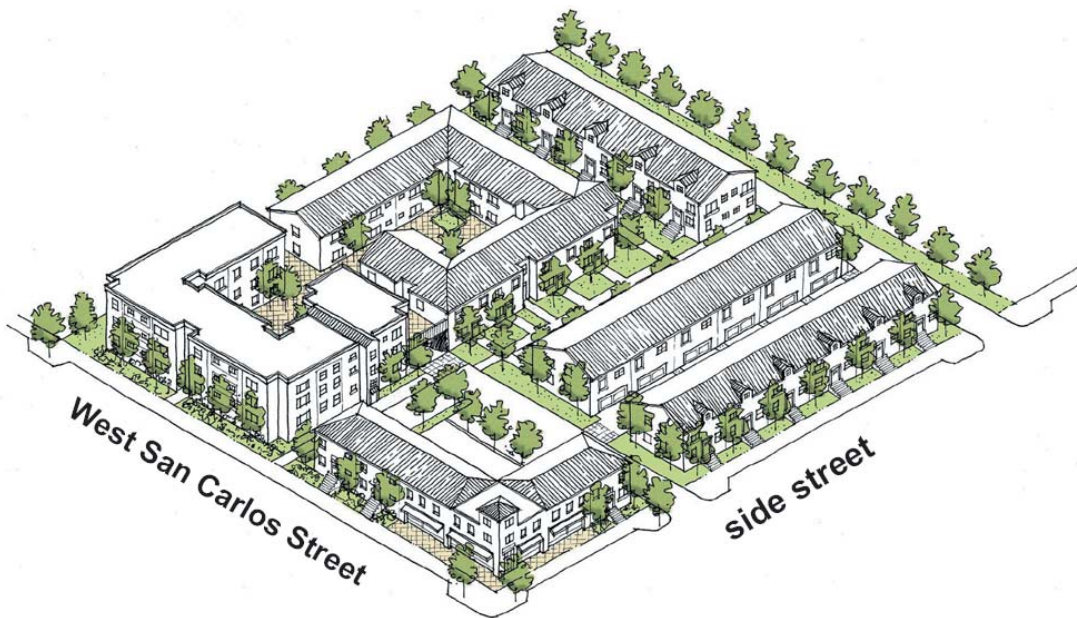


Figure 6-3. Moderate-Density Mixed-Use Development on a Medium-Sized Parcel

6.4.1 MARKET FOR NEW DEVELOPMENT

The current Fiesta Bowl site development plan mixing senior housing over retail with market rate townhomes is a product of the residential market conditions in the Mid-Corridor subarea. Because new housing development on West San Carlos Street cannot currently capture high-end market rents due to the lack of an established neighborhood feeling, new development on the street could not expect to capture more than middle-tier rents. Since land costs are fairly high, new projects then require either a subsidy or reduced development costs. In the case of the Fiesta Bowl site, the developer is reducing costs through the lowered parking ratios that accompany senior housing.

Projects in the Mid-Corridor subarea in the near-term will require a subsidy or creative development solutions. In the case of the Fiesta Bowl site, the developer is configuring the market-rate townhome component of the project to orient towards the Shasta-Hanchett neighborhood rather than West San Carlos Street.

When the retail environment on West San Carlos Street improves, the market for residential housing will also be more viable. Where existing commercial development exists, mixed-use incorporating ground floor retail will be the preferred development type.

6.4.2 LAND USES

Development in the Mid-corridor subarea should focus on adding on residential units. Retail use is already well-established, although new retail opportunities are possible with mixed-use developments. As explained in Chapter 2, the Transit Corridor designation in the General Plan suggests that residential densities in the Mid-corridor subarea should allow moderate-intensity mixed-use residential developments. In such areas, wholly residential or mixed-use buildings uses are encouraged, with densities of 20 to 40 units per acre.

On both sides of West San Carlos Street, several larger parcels afford the opportunity to create larger development projects. One sidebar in this Chapter shows an example of how a medium-sized opportunity site (of about 2 to 3 acres) could be developed with moderate-intensity housing and some ground-floor retail. Many small, shallow lots are common on the south side of West San Carlos Street. While these parcels are difficult to develop in a financially-feasible manner, another sidebar in this chapter discusses two possibilities for reuse for development or open space.

6.5 Burbank Area Opportunities

6.5.1 MARKET FOR NEW DEVELOPMENT

Because new housing development on West San Carlos Street cannot currently capture high-end market rents due to the lack of an established neighborhood feeling, new development on the street could not expect to capture more than middle-tier rents. Since land costs are fairly high, new projects then require either subsidy or reduced development costs.

Projects in the Burbank subarea in the near-term will require subsidy or creative development solutions. When the retail environment on West San Carlos Street improves, the market for residential

Parking for each Building. In Figure 6-3, the tallest building is a three-story, 27-unit apartment building along West San Carlos. Behind it is a two-story, 22-unit apartment building. Resident parking for the 49 units is provided underground below the units, in garages accessed through the parking lot off the side street. There are 88 spaces available below grade. Using a parking ratio of 1.75 spaces per unit (based on an “average” unit size in a typical multi-family development), 86 spaces are required for these apartment units. If a ten percent reduction in parking requirements is granted for development in this transit corridor location, the average parking ratio may be reduced to 1.57 spaces per unit. In that case, only 77 spaces would be required, and 11 spaces would be available for use by other residences on the parcel.

The other building facing West San Carlos is a two-story mixed-use building with 3,400 square feet of ground-floor retail space at the side street corner, three apartment units above the retail, and three two-story townhouse units flanking the retail. Retail parking is provided in a rear parking lot with 14 spaces, enough for 4 spaces per 1,000 square feet of retail. The three townhouse units each have two parking spaces per unit, in at-grade garages accessed from the rear of the building. Parking for the three apartment units can be provided either below the large apartment building complex next door, or could share spaces in the retail parking lot. Providing parking next door to the unit is a fairly common approach. For example, it is used at the Avalon on the Alameda project north of the Plan Area, shown in the photograph below. Shared parking between retail and residential is also fairly common. Alternately, retail development could be allowed to use adjacent on-street parking, freeing up the rear parking lot for the apartments’ use.

Avalon on the Alameda. Apartment units over retail have underground parking in the apartment buildings behind this building.



housing will also be more viable. Where existing commercial development exists, mixed-use incorporating ground floor retail will be the preferred development type.

6.5.2 LAND USES

New development along West San Carlos in the Burbank subarea should focus on adding residential units. Retail use is already well-established, although new retail opportunities are possible as part of mixed-use development. As explained in Chapter 2, the Transit Corridor designation of West San Carlos Street in the General Plan suggests moderate intensity residential development for the Burbank subarea of the street. In such areas, wholly residential or mixed-use buildings uses are encouraged, with densities of 20 to 40 units per acre.

The City's General Plan designates Bascom Avenue as General Commercial and is reflective of current use patterns. Bascom Avenue is not identified as a Transit Corridor or as an area that would intensify or greatly change. Therefore, land uses and development densities are not anticipated to greatly change along Bascom Avenue.

6.6 Actions to Stimulate Investment and Reinvestment

Corridor-Wide

- 6.1 Encourage development at designated opportunity sites, focusing higher intensities at nodes
- 6.2 Encourage gateway structures at the three entry points to the Plan Area
- 6.3 Encourage adjacent property owners to aggregate their parcels to create more developable parcels
- 6.4 Conduct a land use change for selected opportunity sites, to change the General Plan land use category from General Commercial to Transit-Corridor Residential, which allows higher-density projects.
- 6.5 Conduct a rezoning of selected opportunity sites to Planned Development or Commercial Pedestrian zoning, in order to support Transit-Oriented Development. If CP zoning is applied, remove the need for mixed-use developments to obtain a separate Conditional Use Permit.
- 6.6 Conduct an EIR for the land use and zoning changes
- 6.7 Allow a ten percent reduction in parking ratios for transit-supportive development in the Del Monte subarea east of Lincoln Avenue, based on construction of the Vasona LRT line.
- 6.8 Allow a ten percent reduction in parking ratios for transit-supportive development along West San Carlos Street west of Lincoln Avenue only if and when BRT or LRT service is implemented along the street.
- 6.9 Allow further reductions in parking requirements in the Plan Area if Transportation Demand Management Plans demonstrate the feasibility.

The remaining buildings in **Figure 6-3**, at the side street and rear of the parcel, include 17 two-story townhouse units, each with its own garage providing two parking spaces. These townhouses provide a transition in scale to the existing single-family homes behind the site. Parking for townhouses can be provided economically with two-car garages at the ground floor of each townhouse, accessed from rear alleys.

Open Space. A central linear green or walkway extends through the middle of the block from West San Carlos to the rear of the site, providing pedestrian access to the individual entries to the townhouses at the interior of the site. Private open space is provided for each unit and for the development as a whole.

In addition to private open space requirements, the City's Parkland Dedication Ordinance (PDO) requires that all new residential development dedicate land for public open space on-site, or pay an equivalent in-lieu fee, in order to create parks that benefit the greater neighborhood. The amount of the required dedication or fees is based on the number of dwelling units in the project. The City's general practice has been to require that residential projects greater than 49 units dedicate land on-site as public open space. Although this development scenario has over 49 units, the example assumes that the PDO requirement for public open space is met through payment of an in-lieu fee rather than land dedication. Additional discussion of in-lieu fees versus land dedication is provided in Chapter 7.

A different conceptual development plan is shown in the **Appendix**.

ILLUSTRATIVE CONCEPTS FOR REUSE OF A SHALLOW LOT

This section describes generalized examples of how small-sized parcels could be redeveloped with housing, mixed-use buildings, or parks. Small-sized sites represent the pattern associated with the majority of opportunity areas in the Mid-Corridor subarea on the south side of West San Carlos Street. This example is merely illustrative of what could be done for a hypothetical parcel, and is not intended to represent any particular site.

Shallow lots on the south side of West San Carlos have parcel depths of about 80 to 100 feet and parcel widths that span half the block length (about 120 to 140 feet). Many of these parcels contain used car dealerships. Because many of these dealerships are profitable businesses, the incentive to redevelop may be limited. (In such cases, guidelines in Chapter 4 spell out façade improvements and "street edge" treatments that can improve the appearance of the existing businesses.) However, some owners have indicated an interest in redeveloping their properties.

- 6.10 Allow developers the option of counting adjacent on-street parking towards project and guest parking supply requirements for new multi-family and retail development and for major improvements to existing businesses. In all cases, however, the new use should demonstrate through a detailed parking study that on-street parking does not impact existing residential neighborhoods.

Del Monte Subarea

- 6.11 Provide design assistance to the developers in the Del Monte subarea in order to ensure a high-quality pedestrian environment that complements the light rail service.
- 6.12 Require that master builders of very large projects subcontract to different developers in order to create a variety of building styles, rather than a homogeneous appearance.
- 6.13 Require ground-floor retail along West San Carlos, but only where not obstructed by the viaduct
- 6.14 Emphasize residential development north of Home Street and Savaker Avenue
- 6.15 Require that new projects provide housing of at least 40 units per gross acre
- 6.16 Permit office and residential uses south of Home Street and Savaker Avenue
- 6.17 Require new development to provide new streets to define smaller block sizes
- 6.18 Frame the proposed park at Auzerai Street with streets to provide public access
- 6.19 Make the future Vasona LRT station near West San Carlos Street a focal point and civic space for new development
- 6.20 Provide safe and inviting pedestrian connections to and across the Vasona Light Rail line and to the Los Gatos Creek trail
- 6.21 Amend the General Plan to reduce the amount of retail required and remove the requirement for additional office space in the Lincoln-Auzerai area
- 6.22 Amend the General Plan to allow a higher total number of residential units in the Del Monte area

Mid-Corridor Subarea

- 6.23 Encourage mixed-use or wholly residential uses at 20 to 40 units per acre.
- 6.24 Ground-floor retail uses should be optional.

Burbank Subarea

- 6.25 Encourage mixed-use or wholly residential uses at 20 to 40 units per acre.
- 6.26 Ground-floor retail uses should be optional.

Mixed-Use Development

Building Design. Developing these unique, shallow lots requires custom design of buildings that meet parking, setback, height, and open space requirements and that provide the appropriate transition in scale to adjacent neighborhoods. At the same time, new development should also contribute to and enhance the unique character of the corridor. **Figure 6-4** is a conceptual drawing showing an example of how an average-sized shallow lot could be redeveloped with a small mixed-use building. The financial feasibility of such a custom-designed, mixed-use building may depend on public subsidies for land acquisition, demolition of existing uses, or other development costs; or waiver of the in-lieu open space fees. A building that is purely residential may be more financially feasible.

The mixed-use building shown has five apartment units and 1,750 square feet of ground-floor retail. With a parcel size of 0.3 acres, this is 17 units per net acre, lower than the suggested density range associated with the Suburban Transit Corridor Residential designation for this portion of West San Carlos. Higher densities are unlikely on this site, because the scale of development would be too large compared to adjacent single-family homes.

The retail space is located along West San Carlos and also wraps around to the side street. The building is three stories at the corner, and two stories elsewhere. Placing the building at the corner of West San Carlos and the side street helps “define” the corner and makes the street more inviting and pleasant to pedestrians. Awnings help provide shade; while large retail storefront windows and prominent building entries create a friendly presence at the public sidewalk.

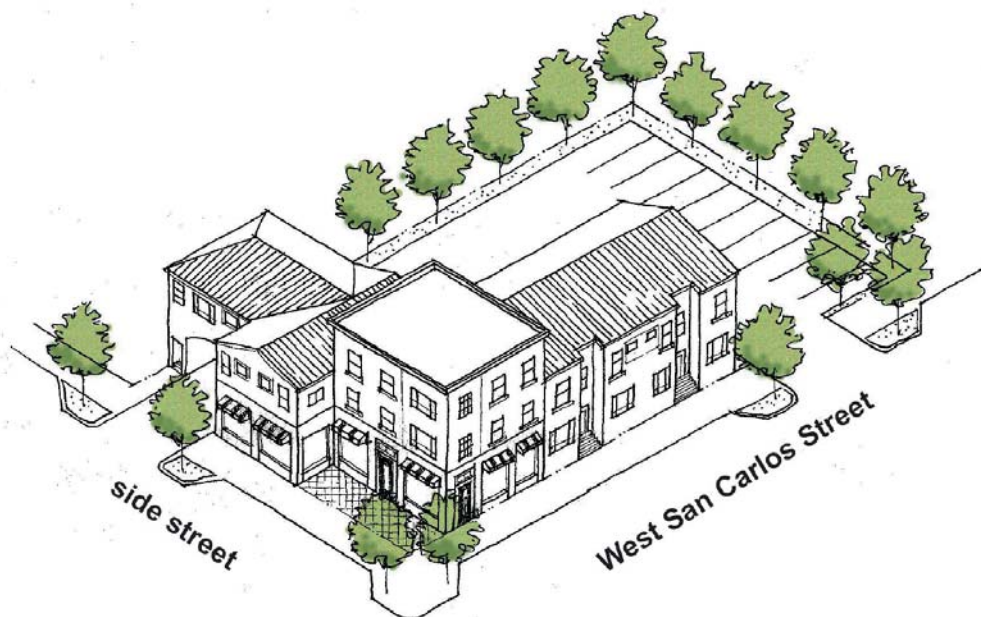


Figure 6-4. Mixed-Use Building

Parking. Parking for the residential units and for the retail is entirely at-grade at the interior side and rear of the parcel. Seventeen off-street parking spaces are provided, enough to supply 4.5 spaces per 1,000 square feet of the retail development and 1.75 spaces per dwelling unit. On-street parking is not included towards meeting the parking requirement.

Open Space. Private individual and common open space is provided for the residents of this new project, as required by the City's zoning code, in the form of balconies, decks, and patios. The additional General Plan requirement for public open space is met through payment of an in-lieu fee that is added to a pool of funding used to create green neighborhood pocket parks elsewhere in the corridor (refer to **Chapter 7** for more discussion of open space).

Plazas. The conceptual drawing also shows a small plaza at the corner of West San Carlos. Such a plaza could be privately maintained, but publicly-accessible. While provision of the plaza may be above and beyond the city's open space requirements, it provides a restful space that makes the development project appear more friendly and appealing to the surrounding neighborhood. These plaza spaces should be adjacent to and associated with ground-floor retail, preferably cafes or restaurants, for best success and "eyes on the street."

Purchase for Pocket Park

One or more of the shallow parcels in the Mid-corridor area could be converted to pocket parks or tot lots, as shown in Figure 6-5, since they are difficult to economically develop as anything else. Funds raised from in-lieu fees from development elsewhere in the Corridor could be pooled to purchase these properties. However, the shallow depth and location along a rather noisy, busy arterial street make them less than ideal locations for public open space.

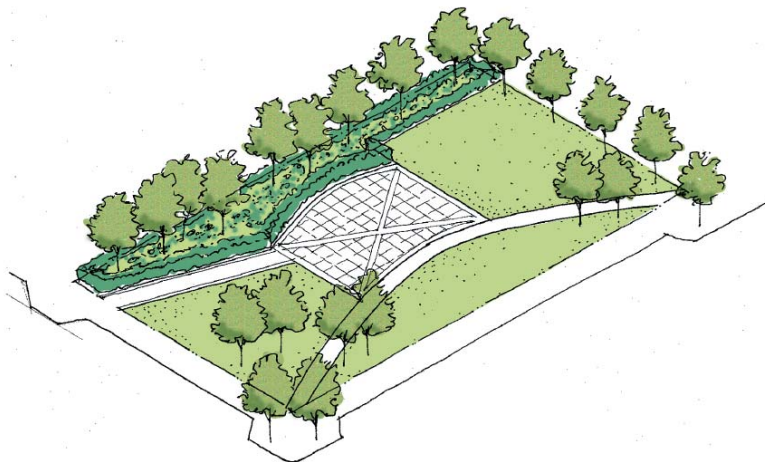


Figure 6-5. Use of Shallow Parcel as Pocket Park

CHAPTER 7. CREATE NEIGHBORHOOD AND PEOPLE PLACES

This chapter discusses building design, accessibility, and open space. These issues are critical to ensuring that new developments are compatible with the existing residential neighborhoods, help create a more pedestrian-friendly environment, and bring benefits to the Plan Area.

7.1 Corridor-Wide Recommendations

7.1.1 PEDESTRIAN-FRIENDLY BUILDING DESIGN

The Strategy Plan area includes both older pedestrian-friendly and newer automobile-oriented development styles. The Burbank subarea portion of West San Carlos Street includes the highest proportion of pedestrian-friendly development. Elsewhere, post-war styles along West San Carlos Street and Bascom Avenue were often designed for the car, with large front parking areas, drive-ins, large setbacks, and few pedestrian amenities. A few unique drive-in businesses remain along the corridor as important examples of mid-century automobile-oriented design, and many of the Strategy Plan participants expressed appreciation of this architecture. On the other hand, such developments offer a relatively inhospitable environment for walking.

Therefore, the Strategy Plan recommends that while notable existing examples of automobile-oriented architecture should be allowed to remain, new development should be designed and sited to create a more pedestrian-friendly streetscape. The City should encourage developers to consult early with Planning Department staff regarding site planning and building design. City assistance and guidelines will help developers create quality projects that enhance the appearance and economic health of the Plan Area.

Street Frontage

Buildings should be located at or close to sidewalks, in order to “frame” streets. Streets that are framed by buildings have a pleasant enclosed feeling, akin to an “outdoor room,” which makes the public space more comfortable for pedestrians. Modest setbacks of portions of buildings are allowed in order to provide public plazas at the sidewalk or to highlight building entries. As discussed in Chapter 3 under “West San Carlos Streetscape Improvements,” setbacks of up to ten feet are allowed in order to create a wider effective sidewalk width. However, setbacks should not create an inconsistent pattern in areas where existing buildings are built to the sidewalk and are expected to remain.

Buildings should not be set back behind parking areas. (Exceptions should be granted on a case-by-case basis for drive-in businesses with front parking and double curb cuts such as gas stations, and for renovations of historic buildings.)



Pedestrian-friendly building design.

Massing and Detailing

Buildings should be articulated with architectural treatments that create a varied, rather than monolithic, appearance. Examples of such treatments include bays; piers; variations in building plane, color, and materials; bay windows, porches and stoops; balconies. However, building styles should also be appropriate to the character of the corridor.

Entries

Buildings should be designed in an outward-oriented, public manner, rather than being inward-oriented and defensive. The front entrance of every building should face a street or other public space, in order to provide activity and a relationship to public space. Ideally, ground-floor units of multi-family residential buildings should have individual entries from the street. Multi-family residential buildings should have multiple shared entries opening onto public spaces, including streets, parks, or transit stations. Buildings adjacent to or across the street from open spaces (such as public parks, transit stations, and trails) should have primary or secondary entries facing the open space. Entries are also encouraged along walkways, but the primary building entry may face a street.

Windows

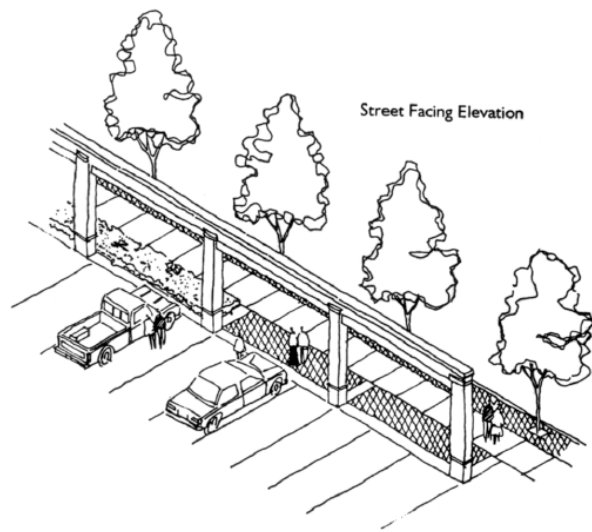
All sides of new buildings that face streets, walkways, or public parks should have windows. Existing buildings that do not have windows at the front (e.g. storage buildings) should incorporate them when doing substantial renovations, unless to do so would negatively impact historic resources. The ultimate goal is to phase out such blank-façade buildings in order to create a more interesting and inviting streetscape.



Individual residential unit entries on the ground floor help provide a sense of security and activity at the street. This is a project in New Haven, Connecticut.

Parking Location and Design

Off-street parking for new development should be sited at the rear of parcels, behind buildings, rather than at the front of the parcel. Ideally, residential parking should be provided within or below the building or at the rear of the parcel, accessed by an alley or driveway. Retail parking should be provided with rear surface parking lots, and supplemented by on-street parking adjacent to the retail space. Parking provided at-grade within a building should be screened from the front façade by ground-floor retail, lobbies, or entries to residential development.



7.1.2 EDGE TREATMENTS FOR PARKING LOTS ON SHALLOW PARCELS

Many used auto dealers and other businesses on unincorporated land in the mid-corridor area are expected to remain for the indefinite future. The chain fences, simple bollards, and chaotic signage and streamers at the large parking areas at the front of the parcels make the pedestrian experience less enjoyable. Furthermore, the parking lots break the flow of retail development along the street. For many of these parking areas, it is possible to greatly improve the appearance of the parcel by adding plantings, low walls, trellises, well-designed signage or graphics, or other features at the boundary of the property, next to the sidewalk.

The City should make funds from its facade grant program available for parking lot edge treatments. The City typically has allocated funding for façade improvements in incorporated, City areas or in areas that are part of the West San Carlos Neighborhood Business Association, which is eligible for Redevelopment Agency funding. Properties in the County along Bascom Avenue are not eligible for City façade grant funding, and would have to annex to the City in order to become eligible.

7.1.3 COMPATIBILITY WITH EXISTING DEVELOPMENT

The Plan Area has several opportunity sites for moderate and higher-intensity development. However, many of the sites along West San Carlos Street that are designated for 20 to 40 units/acre or mixed-use development are adjacent to single-family neighborhoods. These single-family neighborhoods often have single-story homes with modest rear and side yards to separate them from new development. It is important that new buildings be designed in a manner that is sensitive to the scale of any adjacent single-family residential areas.

Most importantly, building heights should step down to provide an appropriate transition at boundaries with existing residential areas. For properties abutting West San Carlos Street, developers should place the tallest portions of new development along West San Carlos Street, rather than at the back of the lot where it may abut existing single-family homes.

Height and massing regulations are described in the City code, and are intended to minimize major changes in height and provide adequate horizontal separation. Allowable building heights for new development are specified in the City's Zoning Code. The City's Residential Design Guidelines and Commercial Design Guidelines describe how heights should step down in proximity to lower-density development, and provide guidance on setbacks at perimeters with existing adjacent uses. The intent of the Guidelines is to preserve existing patterns in established neighborhoods and integrate new residential projects into their surroundings. The Guidelines include different setback requirements depending on the project component (such as balconies, residential structure, open space, or parking area) and the adjacent uses (such as public open space, residential yards, homes, residential balconies or decks).

Other potential site design approaches for developers along West San Carlos Street to soften the perceived transition between new development and existing residential neighborhoods include placing any surface parking areas and drive aisles at the rear of the lot in order to provide additional separation, providing planted buffers between new and existing development, and providing neighborhood amenities such as plazas along the main frontage and pocket parks along side streets.

7.1.4 OPEN SPACES FOR THE COMMUNITY

Plazas Created as Part of New Development

New developments along West San Carlos or Bascom Avenue, particularly those with ground-floor retail, are encouraged to provide plaza space along a portion of the front or side of the property, adjacent to the sidewalk. Plaza space provides a location for people walking along the street to relax and sit in the shade, away from the noise and activity of traffic. Plazas also benefit the surrounding neighborhood and help soften the perceived impacts of higher-intensity projects.

Provision of plaza space provides an exception to the requirement that new buildings be built up to the sidewalk. The best locations for suggested plaza spaces will be in combination with new restaurants or establishments that serve food and beverages. It is not necessary to provide plazas as part of every new development. Some parcels at corners of side streets could have plazas, particularly where the plaza would help the new development maintain the pattern of residential front-yard setbacks found in adjacent single-family neighborhoods. However, plazas should not be forced at all corners, or the intersections will lose the appearance of being framed by buildings. Very small parcels where a plaza would make the building infeasible are not required to provide plaza space.



Cafes can make good use of modest plaza spaces to provide outdoor seating along the street.

Plaza space should not occupy more than fifty percent of a building's frontage along the main street. Although the plaza space is provided on private property, it should be open and accessible to the public during daylight hours, and later if feasible. The entryways and windows of adjacent buildings should open onto the plaza so that there is activity and informal surveillance of the plaza. Ideally, ground-floor retail with dining or coffee shops should be located next to the plaza, providing the opportunity for outdoor seating. This will ensure active and safe space, particularly if the retail is also open in the evenings. Residential development is also appropriate next to plazas, provided that there are front-door entries to the building or to individual units from the plaza.

All plazas should contain some form of seating for rest and relaxation, shade trees for comfort, and landscaping and/or attractive paving. If a café or restaurant is located at the plaza, it should provide outdoor seating for patrons as well as other amenities for the general public. Plazas can also be used for sidewalk sales associated with adjacent retail stores.

Neighborhood and Community Park Space via New Development

The Parkland Dedication Ordinance. The City's Parkland Dedication Ordinance (PDO) and Park Impact Ordinance (PIO) require that all new residential development dedicate land for public open space on-site or pay an equivalent in-lieu fee, in order to create parks that benefit the greater neighborhood. The amount of the required dedication or fees is based on the number of dwelling units in each residential or mixed-use project, as well as the typical property values in the area. The land dedication fee is 3.0 acres of on-site neighborhood and community open space for every 1,000 new residents generated by the project. Typically, smaller projects do not have sufficient land to dedicate open space on-site, and instead pay the in-lieu fee. In-lieu fee revenues are collected in the City's Park Trust Fund to develop public open space elsewhere.

The City's Department of Planning, Building, and Code Enforcement works with project developers, the City Council, and other parties to evaluate whether a project should dedicate land on-site or pay an in-lieu fee. The decision is based on many factors, including: the size of the project parcel and ability to accommodate a park on-site, project location and suitability for park space, and the potential for a cluster of adjacent new developments to contribute land for a park. The City often coordinates multiple development projects in one area to create a park, such as the proposed community park in the Del Monte subarea along Auzerais Avenue. In some ideal locations for parks, the City may contribute additional land or fees to ensure that creation of park space is viable.

Designation of where to allocate Park Trust Fund revenues (from in-lieu fees) is the responsibility of the City's Department of Parks, Recreation, and Neighborhood Services. The City requires that there be a connection between the location of the residential development that generates the in-lieu fees and the location of the park or other open space created as a result. This requirement governs the maximum distance over which funds can be applied. The Park and Recreation Department's definition of a "neighborhood park" is one that is within a three-quarter (3/4) mile

radius of the neighborhood homes it is intended to serve. The definition of a “community park” is one within a two (2) mile radius of homes.

In all cases, public parks should be readily accessible to the surrounding neighborhood, and visible from a public street. Parks created as part of any new development along West San Carlos Street should be located along a quieter side street, away from the major street.

Develop a Parks Plan for the Strategy Plan Area. The bulk of new development in the Plan Area is anticipated to occur in the Del Monte Subarea, as well as within the Mid-Corridor subarea. Some of the new development in the Del Monte subarea will fund the creation of the park at Auzerai Avenue east of Sunol Street. In-lieu fees from additional new residential development should be used to acquire open space elsewhere in the Plan Area. While it may be appropriate to create one or two pocket parks along the major streets of the Plan Area, West San Carlos Street and Bascom Avenue are commercial streets with noise and heavy traffic, making them less desirable as park locations. Therefore, the bulk of the in-lieu fees raised from new development in the Plan Area should be used to fund acquisition of park space within the adjacent neighborhoods.

In order to proactively plan for additional neighborhood and community parks in residential areas bordering the Strategy Plan area, the City’s Department of Parks, Recreation, and Neighborhood Services should identify targeted locations to create new parks and required funding for their acquisition. The Department should assess potential locations where underutilized parcels within residential areas could be purchased to create neighborhood and pocket parks. Appropriate locations include vacant lots on residential streets, parcels with unoccupied housing, and surplus land on publicly-owned sites (such as the Water District’s pump station). Alternately, in-lieu fees could be used to improve the facilities at the community park planned along Auzerai Avenue in the Del Monte area.

7.1.5 IMPROVED ACCESSIBILITY

Long-term Bus Rapid Transit Along West San Carlos Street

The City should continue to coordinate with the Santa Clara Valley Transportation Authority (VTA) regarding the selection of corridors for future, long-term Bus Rapid Transit (BRT) or Light Rail Transit (LRT). If the West San Carlos corridor is selected as one of the future high-capacity transit corridors, the City should advocate for BRT rather than LRT. BRT is more appropriate to the more urban scale of the West San Carlos corridor than LRT because the vehicles are narrower than VTA’s typical LRT cars. It is also more cost-effective.

More Efficient Bus Stops for BRT

West San Carlos Street is served by several local bus lines. Bus speeds along the Corridor are slow due to long traffic lights and conflicts when merging with traffic. One physical improvement to West San Carlos Street that can help improve bus travel times if and when high-capacity, high-speed BRT service is implemented is to allow the buses to stop in the travel lane, rather than having to pull over to the sidewalk to pick up passengers and then merge back into traffic. To make this safe for pedestrians, bus stop areas should be extended via a “bulb-out” configuration that extends into the parking lane. No on-street parking would be lost because the bus bulb-out would be constructed

in the same location as the current “red zone” of bus stops. This approach will cause automobile traffic in the right-hand lanes to slow down and wait for the bus to pick up passengers, thereby lowering driving speeds somewhat.

Supplemental Transit Service

The SNI Neighborhood Improvement Plan recommended exploring various short-term options for improved transit service along West San Carlos, such as a shuttle or trolley linking the corridor to downtown and Valley Fair Mall / Santana Row. While such service is not ruled out, it is not included as a recommendation in this Strategy Plan because it is not a cost-effective option.

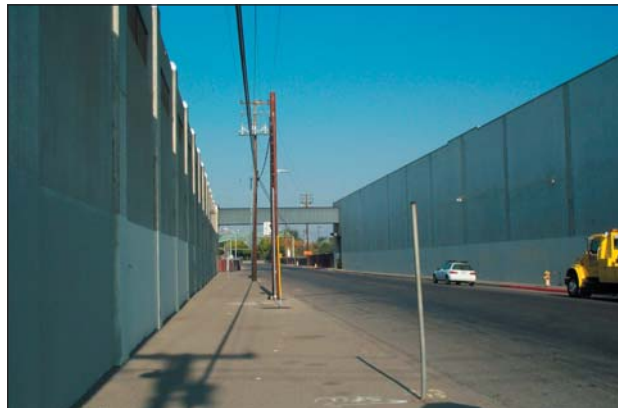
Driving is currently a convenient option for most people in the corridor, because of ample parking and fairly quick travel times. Shuttles or trolley service would require frequent service to be an attractive alternative to driving (for example, a maximum of 15 minute headways between shuttles). The cost of offering such a shuttle or trolley service over the three or four miles between downtown and Valley Fair / Santana Row at 15 minute frequencies, throughout the daytime and potentially evenings as well, could be prohibitive. Furthermore, downtown San Jose, Santana Row, and Valley Fair are reluctant to fund a shuttle service that connects each destination and could draw shoppers away.

Other options are possible to improve transit service along West San Carlos at a lower cost. However, they would not be as much of a visible icon or symbol of the community as a dedicated shuttle or trolley. These options include on-demand or dial-a-ride service (similar to para-transit), vouchers for taxi rides for shoppers or residents of the community, and improving frequencies for existing VTA bus routes in the area. Given the current economic downturn and VTA's budget concerns, these services seem unlikely in the short term.

7.2 Del Monte Subarea Recommendations

7.2.1 COMMUNITY PARKS & TRAILS

With projected new development in the Del Monte area, the City and major landowners have discussed creating a major community park (of about 6 or 7 acres) on the south side of Auzerai Avenue, extending from Sunol Street to Los Gatos Creek. The park would provide a green space connection from the Auzerai/Scott bikeway to planned regional trails along the Creek. Acquisition of the land for the park would likely be funded through a combination of land donations and in-lieu open space fees from new development in the greater Del Monte area. The major contributors are expected to be the developers of the Del Monte canning site and other properties in the future such as Reed and Graham. Any additional funding raised from nearby devel-



opment should be used to improve the facilities or landscaping at the park and adjacent trails, or contribute to construction of a community center.

The illustrative concept plan of the Del Monte area shown in Chapter 6 shows this community park framed by buildings and streets. It is important that buildings surrounding the park have entries and windows facing the park, to provide a public-private connection and “eyes on the street.” The park should be surrounded on all or most sides by public streets, in order to reinforce the sense of public ownership. Mid-block pedestrian pathways should also lead from adjacent development to the park and link to pathways through the park. Ideally, the border of the park at the Los Gatos Creek trail should also have a roadway that provides safety and activity alongside the trail; however a pedestrian pathway may be acceptable as long as the three other sides of the park are bordered by streets.

The City is considering redeveloping its current Fire Training Center north of West San Carlos and along Los Gatos Creek (outside the Plan Area) for active sports and ballfield uses. Active sports fields often have evening floodlights, and as such do not fit well into residential areas. The fire training center is a good location because it is not immediately adjacent to any residential areas. This active-use park would complement the proposed community park along Auzerais Avenue in the Del Monte subarea.

7.2.2 COMMUNITY CENTER

During the Strong Neighborhoods Initiative process, several neighborhoods voiced a desire for a community center building for indoor recreation and other service programs. The community center would probably require about 1.5 to 3 acres of land. Initial efforts aimed at putting a new community center at City College have not met with success; however, the City is also considering locations within the Sherman Oaks neighborhood or at the Fruitdale center. If the community center were to be located in the Strategy Plan area, it may be possible to reuse one or both of the older warehouse buildings on the west side of Sunol in the Del Monte subarea, across the street from the proposed community park. These two buildings were included in Chapter 2 as notable examples of older vernacular brick commercial buildings. If the businesses in these buildings relocate, the two buildings could provide a good space for a community center. The corner of Auzerais and Sunol could become the civic heart of the new community at Del Monte, with a transit plaza, community center, park, bike routes leading to the creekside trails, and new residential development.

7.2.3 TAKE ADVANTAGE OF THE VASONA LIGHT RAIL TRANSIT SERVICE

Location and Configuration. The Santa Clara Valley Transportation Authority is constructing a light rail line that will extend through the greater Del Monte subarea, skirting the edge of the former Del Monte canning facility. The Vasona line is expected to be operational for revenue service in January 2006. The alignment includes one planned station within the greater Del Monte area and one south of the Plan Area, near Race Street north of I-280.

The station within the Plan Area should be located between Auzerais Avenue and West San Carlos Street. A location next to either one of these streets would provide convenient pedestrian and automobile access to the station. Both locations have merits, as discussed next.

- A station close to West San Carlos Street would provide a convenient link to current bus service and long-term future expanded transit service along West San Carlos.
- A station close to Auzerai Avenue would be closer to the center of the new transit-oriented community in the Del Monte area and the future bike path along Auzerai, making it convenient for residents to bike to the station. It would also be closer to the future proposed employment uses at the Reed and Graham property near I-280.

Regardless of which location is chosen, the station should be visible from major streets, rather than being hidden behind buildings. Views to the station plaza and station facilities should be framed by buildings. The buildings should complement and relate to the station with entries and windows. The station should include convenient automobile drop-off access, direct connections or convenient walkways to local bus stops, and an attractively landscaped pedestrian plaza providing shelter, seating, and maps. A small amount of ground-floor retail, such as a café or newsstand, may be possible next to or at the station, but only if there is also sufficient drive-by traffic to provide additional business.

Timing of Construction. VTA originally planned to construct the West San Carlos / Auzerai station in the second phase of light rail construction, because no new development in this area was expected to occur for some time. Now that the Del Monte cannery has closed and the site is slated for some of the first new development in the area, VTA is interested in building the West San Carlos / Auzerai station in the first phase of the Vasona light rail construction. The transit service will help justify a transit-oriented development pattern in this area. It will also allow the new development to take advantage of the transit service by reducing parking ratios.

The City should work out an agreement with VTA to have the Del Monte station built in the first phase of construction (that is, by 2006), provided that reuse of the Del Monte cannery site is progressing. The City should help attract transit-oriented development to the Del Monte subarea in the next 2 – 3 years, and require new development to meet the minimum densities of 45 units per acre described in this Strategy Plan that will best take advantage of the transit service.

7.3 Actions to Create Neighborhood and People Places

Corridor-Wide

- 7.1 Encourage developers to consult early with Planning Department staff regarding site planning and building design
- 7.2 Require that new buildings be pedestrian-friendly and street-oriented, with little or minimal setbacks, and have prominent entries and windows at the street rather than blank front facades, and place parking at the rear of parcels.
- 7.3 Allow and encourage use of facade grants for edge treatments along parking lots.
- 7.4 Require that new development step down in scale to be compatible with existing residential neighborhoods.
- 7.5 Encourage new development along West San Carlos to provide plazas with resting space, shade, and where appropriate, outdoor seating tied to adjacent retail uses
- 7.6 Collect and channel in-lieu open space fees to create neighborhood park spaces throughout the surrounding residential neighborhoods. Focus the creation of new park spaces away from West San Carlos Street and into the neighborhoods.
- 7.7 Collaborate with VTA to encourage Bus Rapid Transit for future transit service improvements along West San Carlos Street, rather than Light Rail Transit
- 7.8 If BRT service is implemented, explore feasibility of widening pavement so that buses may stop in the travel lane to pick up and drop off passengers, rather than pulling into the parking lane

Del Monte Subarea

- 7.9 Work to create a community park between Auzerais Avenue and Home Street, connecting to the bike route along Auzerais and pedestrian trails along Los Gatos Creek
- 7.10 Work with VTA to construct the LRT station between West San Carlos Street and Auzerais Avenue in the first phase of the Vasona LRT construction, to support new development

Mid-Corridor Subarea

No actions specific to this area

Burbank Subarea

No actions specific to this area

CHAPTER 8. IMPLEMENTATION MATRIX

The following 12 pages include an implementation matrix that includes the proposed Actions from Chapters 3 through 7. The Matrix is to be used as a guide to prioritizing, funding, and implementing improvements to the Plan Area, starting with immediate actions and extending into the long term.

On the matrix, the Priority / Phasing column refers to the following time frames:

Immediate = 0 to 18 months

Short term = 0 to 3 years

Medium term = 4 to 6 years

Long Term = 7+ years

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|---------------|---|------------------|---------------------------|---|--|
| 3. Actions to Establish Visual Coherence without Requiring Uniformity | | | | | | |
| CORRIDOR-WIDE ACTIONS | | | | | | |
| 3.1 | Corridor-wide | Allow flexibility in building and signage design, but encourage new development to use existing styles as a reference point for architectural interpretation | Immediate | Planning Department | N/A | |
| 3.2 | Corridor-wide | Conduct a survey of buildings and signage of unique character in the Plan Area, and distribute results to relevant property owners | Immediate | SJRA | SJRA, City Budget | mechanism (ordinance) but actual analysis borne by applicant |
| 3.3 | Corridor-wide | Develop a mechanism to flag important buildings and signage for review when redevelopment or major improvements are proposed | Immediate | SJRA, Planning Department | SJRA, City Budget | Private financing, SJRA, lenders |
| 3.4 | Corridor-wide | Encourage façade improvements to reflect buildings' appropriate historic styles as buildings are renovated | medium | SJRA, WSCNBA | | begins after completion of survey |
| 3.5 | Corridor-wide | Update the City's signage ordinance to allow "kitsch" signs, pole signs, and other characteristically mid-century signage styles where appropriate | short | Planning Department | City Budget | |
| 3.6 | Corridor-wide | Hold a design competition or request proposals to design a western gateway to the Plan Area | Short | WSCNBA, SJRA, DOT | SJRA | |
| 3.7 | Corridor-wide | Install benches and special paving to improve West San Carlos Street for pedestrians | Medium | Planning Dept., DOT | City Budget, grants, SJRA | |
| 3.8 | Corridor-wide | Improve the uniformity, quality, and pedestrian-scale of street lighting along West San Carlos Street and Bascom Avenue | Medium | SJRA, DOT | County Budget, grants, SJRA | |
| 3.9 | Corridor-wide | Require closure and removal of excessive curb cuts and driveways where feasible, and replacement with sidewalks along West San Carlos Street and Bascom Avenue | Short | SJRA, DOT | SJRA | |
| 3.10 | Corridor-wide | Stripe on-street parking spaces along West San Carlos Street and Bascom Avenue | Immediate | DOT | County Budget, grants, SJRA | |
| 3.11 | Corridor-wide | Reconstruct targeted intersections with bulb-outs that provide narrow crossing distances, in areas of higher pedestrian usage and where right-turn traffic lanes are not required | Medium | DOT, SJRA, VTA | SJRA, VTA | |
| 3.12 | Corridor-wide | Add street trees to the parking lane along WSC where feasible. | Medium | SJRA | SJRA | |
| 3.13 | Corridor-wide | Require that new development provide a minimum 10-foot effective sidewalk width along WSC through front setbacks, where appropriate | Short | Planning Department, SJRA | Developer Financing | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|--------------|--|------------------|-----------------------------------|---|----------|
| 3. Actions to Establish Visual Coherence without Requiring Uniformity | | | | | | |
| DEL MONTE SUBAREA ACTIONS | | | | | | |
| | | See Actions 6.10-6.19 | | | | |
| MID-CORRIDOR SUBAREA ACTIONS | | | | | | |
| 3.14 | Mid-corridor | Provide a crosswalk with a pedestrian signal and clearly marked paint and/or paving at the West San Carlos shopping center and Menker Street | Medium | DOT SJRA | City Budget SJRA | |
| BURBANK SUBAREA ACTIONS | | | | | | |
| 3.15 | Burbank | Ensure that Phase I Bascom Avenue center median does not preclude the later addition of bike lanes | Immediate | County Roads & Airports DOT, SJRA | grants | |
| 3.16 | Burbank | Design and construct Bascom Avenue Phase II improvements that improve the sidewalk and pedestrian environment with street tree planting or deep flat awnings | Long | County Roads & Airports DOT, SJRA | County Budget Grants | |
| 3.17 | Burbank | Identify funding and staffing resources to complete Bascom Avenue Phases I and II improvements | Long | County Roads & Airports DOT, SJRA | grants, County Budget | |
| 3.18 | Burbank | Evaluate whether Bascom Avenue should remain a Smart Corridor, and whether the street could be narrowed from six travel lanes to four | Medium | County Roads & Airports DOT, SJRA | County Budget Grants | |
| 3.19 | Burbank | Provide a crosswalk with pedestrian signal and clearly marked paint and/or paving at Bascom & Elliott | Short | County Roads & Airports DOT, SJRA | County Budget Grants | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|--------|--|------------------|--------------------|---|---|
| 4. Actions to Support Existing Businesses | | | | | | |
| WSCNBA ACTIONS | | | | | | |
| 4.1 | WSCNBA | Employ full-time staff to perform WSCNBA administrative and marketing functions | Short | SJRA WSCNBA | WSCNBA, Grants, Fees, SJRA | Could be two half-time persons. |
| 4.2 | WSCNBA | RDA should concentrate Business Manager's services on facilitating façade improvements, business recruitment and retention, land development, and streetscape improvements. | Immediate | WSCNBA, SJRA | SJRA | coordinate with WSCNBA |
| 4.3 | WSCNBA | Resolve WSCNBA office location safety issues or move to another location. | Immediate | WSCNBA SJRA | WSCNBA, SJRA | |
| 4.4 | WSCNBA | WSCNBA and RDA should provide board and staff with commercial revitalization training opportunities. | Immediate | SJRA, WSCNBA | Grants, Chamber of Commerce, SJRA, WSCNBA | Regional conferences and on-site training. |
| 4.5 | WSCNBA | WSCNBA should explore various funding options and develop a long-range funding plan. | Short | WSCNBA | SJRA, WSCNBA | Funding needed if an outside facilitator is required. |
| 4.6 | WSCNBA | Continue to build positive relations with adjacent neighborhoods | Ongoing | WSCNBA | N/A | |
| 4.7 | WSCNBA | Develop a strategic plan that documents the association's broad, long-range goals and strategies for achieving those goals. | Short | WSCNBA | WSCNBA, SJRA, grants | Funding needed if an outside facilitator is required. |
| 4.8 | WSCNBA | Develop a multi-faceted marketing plan that promotes the various physical nodes, business clusters and market niches along the corridor. | Short | WSCNBA | grants, SJRA | |
| 4.9 | WSCNBA | Organize key business clusters into individual subcommittees to explore joint marketing, facilitate business networking, and deliver targeted member benefits | Immediate | WSCNBA | grants, SJRA | |
| 4.10 | WSCNBA | Organize businesses near the Burbank Theater into a subcommittee to explore joint marketing, facilitate streetscape and façade improvements, increase business networking, and deliver targeted member benefits. | Short | WSCNBA | grants | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|--------|---|------------------|----------------------------------|---|----------|
| 4. Actions to Support Existing Businesses | | | | | | |
| 4.11 | WSCNBA | Organize businesses that fall into the “hip/alternative” category into a subcommittee to explore joint marketing, facilitate business networking, and deliver targeted member benefits. | Immediate | SJRA, WSCNBA | N/A | |
| 4.12 | WSCNBA | Facilitate networking and joint marketing among businesses in the West San Carlos Shopping Center. | Immediate | WSCNBA | N/A | |
| 4.13 | WSCNBA | Reorganize the antiques stores into a working marketing subcommittee. Marketing efforts for the antique stores should include Actions 4.14 through 4.18. | Immediate | WSCNBA | N/A | |
| 4.14 | WSCNBA | Help businesses identify the buying power and preferences of the Hispanic customer market and develop marketing materials and activities as appropriate. | Short | SJRA, Economic Development Dept. | N/A | |
| 4.15 | WSCNBA | Publish a business directory | Immediate | WSCNBA | WSCNBA | |
| 4.16 | WSCNBA | Identify businesses along the corridor that could best capture shoppers from Santana Row and Valley Fair and provide them with information on those customers’ shopping preferences. | Immediate | SJRA, Economic Development | N/A | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|---------------|--|------------------|---|---|----------|
| 4. Actions to Support Existing Businesses | | | | | | |
| CORRIDOR-WIDE ACTIONS | | | | | | |
| 4.17 | Corridor-wide | Encourage adjacent businesses to share parking supplies | immediate | WSCNBA, SJRA | SJRA | |
| 4.18 | Corridor-wide | Encourage adjacent businesses to connect and share their rear parking lots | Immediate | WSCNBA SJRA | SJRA Private Financing | |
| 4.19 | Corridor-wide | Develop a unified signage treatment for rear commercial parking lots | Short | SJRA WSCNBA | SJRA Private Financing | |
| 4.20 | Corridor-wide | Encourage commercial properties to annex to the City | Ongoing | WSCNBA, County Planning Dept, City Planning Dept | N/A | |
| 4.21 | Corridor-wide | Explore City tax policy changes that would allow a collective of antiques dealers within one property to pay one unified, and therefore lower, business tax upon annexation to the City. | Short | WSCNBA, SJRA, City Planning Dept | N/A | |
| 4.22 | Corridor-wide | Encourage City-county cooperation for façade improvements, code enforcement, and other issues | Short | County Planning DOT SJRA | SJRA County Budget City Budget | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|--------------|--|------------------|----------------------------------|--|----------|
| 4. Actions to Support Existing Businesses | | | | | | |
| DEL MONTE SUBAREA ACTIONS | | | | | | |
| 4.23 | Del Monte | Support existing light industrial businesses by maintaining clear zoning between residential and light industrial areas. | Short | Planning Dept SJRA | N/A | |
| 4.24 | Del Monte | Ensure adequate parking for residences and businesses to prevent overflow into industrial areas. | Short | Planning Dept. SJRA | City Budget | |
| 4.25 | Del Monte | Maintain transportation infrastructure for light industrial businesses to accommodate truck traffic. | Medium | DOT, Planning Dept, DPW, SJRA | City Budget SJRA | |
| 4.26 | Del Monte | City should offer physical improvement loans for existing light industrial businesses to maintain and upgrade their facilities. | Short | OED Private Funding SJRA | City Budget, Private Financing, SBA, lenders | |
| MID-CORRIDOR SUBAREA ACTIONS | | | | | | |
| 4.27 | Mid-corridor | Complete the construction of the three monument signs at the WSC Shopping Center. | Short | SJRA | SJRA | |
| 4.28 | Mid-corridor | WSC Shopping Center owners should hire a full-time manager to handle all aspects of Center leasing and maintenance. | Short | Center Mgmt. SJRA | Center Management | |
| BURBANK SUBAREA ACTIONS | | | | | | |
| 4.29 | Burbank | Assist the owner of the Burbank Theater to obtain the necessary permits and funding for improvements that would allow the theater to reopen as a family theater with a cafe and/or community space. | immediate | SJRA | SJRA, County, OED | |
| 4.30 | Burbank | The City should offer REAL (Retail, Entertainment and Arts Loan Assistance) funding to the Burbank Theater owner to improve the theater as a catalyst for enhancing the area and drawing power of existing businesses. | short | SJRA | SJRA, OED, Grants, Private Financing, SBA, lenders | |
| 4.31 | Burbank | Support Façade Improvements for the Burbank Theater | short | SJRA | SJRA, Private Funding, SBA, lenders | |
| 4.32 | Burbank | Allow use of on-street parking to meet parking supply for the Burbank Theater | short | Planning | grants, City Budget, County budget | |
| 4.33 | Burbank | Coordinate a shared parking program for businesses Bascom Avenue, focused on the Theater. | short | | | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|---|---------------|--|------------------|--------------------|---|----------|
| 5. Actions for Business Attraction | | | | | | |
| CORRIDOR-WIDE ACTIONS | | | | | | |
| 5.1 | Corridor-wide | Target businesses that fit in with the identity of each node | Immediate | SJRA WSCNBA | SJRA | |
| 5.2 | Corridor-wide | Recruit a mix of independent and chain retailers. | Short | SJRA WSCNBA | SJRA | |
| 5.3 | Corridor-wide | Assign an RDA staff member to retail recruitment effort. | Immediate | SJRA | SJRA | |
| 5.4 | Corridor-wide | Require retail space in mixed-use developments to be of marketable space | Medium | SJRA WSCNBA | Banks Private Funding SBA | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|---|--------------|---|------------------|---|---|---|
| 5. Actions for Business Attraction | | | | | | |
| DEL MONTE SUBAREA ACTIONS | | | | | | |
| 5.5 | Del Monte | Require new retail space to face West San Carlos Street. | Short | Planning SJRA | Private Financing Lenders SBA | |
| 5.6 | Del Monte | Maintain adequate parking for new businesses and residences to avoid impinging on light industrial activities. | Short | Planning SJRA | lenders, Developer Financing | |
| MID-CORRIDOR SUBAREA ACTIONS | | | | | | |
| 5.7 | Mid-corridor | Work to attract local-serving stores that appeal to Shasta Hanchett residents to the Fiesta Bowl site. | Immediate | SJRA WSCNBA Developer | lenders, private financing, SJRA | |
| 5.8 | Mid-corridor | Work to attract a new laundry mat to West San Carlos Shopping Center | Immediate | Center management, SJRA, WSCNBA | Center management, lenders, SJRA | |
| 5.9 | Mid-corridor | Work to attract mid-range restaurants and other eating places | Short | OED, SJRA | SJRA | |
| 5.10 | Mid-corridor | Attract other appropriate local-serving retail types to Mid-Corridor (see market feasibility section in Chapter 2). | Short | OED, SJRA | SJRA | |
| BURBANK SUBAREA ACTIONS | | | | | | |
| 5.11 | Burbank | Attract a movie operator to the Burbank Theater | Short | Owners County Planning City Planning SJRA | Private financing | |
| 5.12 | Burbank | Attract hip, youth-oriented businesses. | Short | WSCNBA SJRA Business Owners | N/A | marketing material, SiteFinder |
| 5.13 | Burbank | Attract a café with curbside appeal. | Short | SJRA SJRA Business Owners | N/A | marketing material, SiteFinder |
| 5.14 | Burbank | Attract other businesses that fit in with the overall theme such as used books/records/cds, arts and crafts. | Short | Business and Property Owners | N/A | marketing materials, Broker materials, SiteFinder |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|---------------|---|------------------|------------------------------|---|----------|
| 6. Actions to Stimulate Investment and Reinvestment | | | | | | |
| CORRIDOR-WIDE ACTIONS | | | | | | |
| 6.1 | Corridor-wide | Encourage development at designated opportunity sites, focusing higher intensities at nodes | short | | | |
| 6.2 | Corridor-wide | Encourage gateway structures at the three entry points to the Plan Area | Medium | | | |
| 6.3 | Corridor-wide | Encourage adjacent property owners to aggregate their parcels to create more developable parcels | Ongoing | Planning Dept. SJRA | private financing | |
| 6.4 | Corridor-wide | Conduct a land use designation change to Transit Corridor Residential for selected opportunity sites | Short | Planning Dept. | City budget, SJRA | |
| 6.5 | Corridor-wide | Conduct a rezoning of selected opportunity site parcels along WSC to Planned Development or Commercial Pedestrian zoning. If the latter, remove the need for mixed-use projects to obtain a Conditional Use Permit. | Short | Planning Dept. | City budget, SJRA | |
| 6.6 | Corridor-wide | Conduct EIR for blanket land use and zoning changes | Short | Planning Dept. | City budget, SJRA | |
| 6.7 | Corridor-wide | Allow a ten percent reduction in parking ratios for transit supportive development in the Del Monte subarea east of Lincoln Avenue, based on construction of the Vasona LRT line | Short | Planning Dept. SJRA | City budget, SJRA | |
| 6.8 | Corridor-wide | Allow a ten percent reduction in parking ratios for transit supportive development along West San Carlos Street west of Lincoln Avenue only if and when BRT or LRT service is implemented along the street. | long | Planning Dept. SJRA | City budget, SJRA | |
| 6.9 | Corridor-wide | Allow further reductions in parking requirements if Transportation Demand Management Plans demonstrate the feasibility. | Short | Planning Dept SJRA DOT | City budget, SJRA | |
| 6.10 | Corridor-wide | street parking towards project and guest parking supply requirements for new multi-family and retail development and for major improvements to existing businesses. In all cases, however, the new use should demonstrate through a detailed parking study that on-street parking does not impact existing residential neighborhoods. | Short | Planning Dept SJRA DOT | private financing | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|--------------|--|------------------|--------------------|---|----------|
| 6. Actions to Stimulate Investment and Reinvestment | | | | | | |
| DEL MONTE SUBAREA ACTIONS | | | | | | |
| 6.11 | Del Monte | Provide design assistance to the developers in the Del Monte subarea in order to ensure a high-quality pedestrian environment that complements the LRT. | immediate | Planning Dept SJRA | City budget, SJRA | |
| 6.12 | Del Monte | Require that master builders of very large projects subcontract to different developers in order to create a variety of building styles, rather than a homogeneous appearance. | short | Planning Dept SJRA | Developer Financing | |
| 6.13 | Del Monte | Require ground-floor retail along West San Carlos, but only where not obstructed by the viaduct | Medium | Planning Dept SJRA | Developer Financing | |
| 6.14 | Del Monte | Emphasize residential development north of Home Street and Savaker Avenue | Medium | Planning Dept SJRA | Developer Financing | |
| 6.15 | Del Monte | Require that new projects provide housing of at least 40 units per gross acre | Immediate | Planning Dept | Developer Financing | |
| 6.16 | Del Monte | Permit office and residential uses south of Home Street and Savaker Avenue | Long | Planning Dept | Developer Financing | |
| 6.17 | Del Monte | Require new development to provide new streets to define smaller block sizes | Immediate | Planning Dept | Developer Financing | |
| 6.18 | Del Monte | Frame the proposed park at Auzerais Street with streets to provide public access | Immediate | Planning Dept | Developer financing, City Budget | |
| 6.19 | Del Monte | Make the future Vasona LRT station near West San Carlos Street a focal point and civic space for new development | Short | VTA, SJRA | Developer financing, VTA, SJRA | |
| 6.20 | Del Monte | Provide safe and inviting pedestrian connections to and across the Vasona Light Rail line and to the Los Gatos Creek trail | Short | PRNS DPW | Developer financing, City Budget | |
| 6.21 | Del Monte | Amend the General Plan to reduce the amount of retail required and remove the requirement for additional office space in the Lincoln-Auzerais area | Immediate | Planning Dept | City Budget | |
| 6.22 | Del Monte | Amend the General Plan to allow a higher total number of residential units in the Del Monte area | Immediate | Planning Dept | City Budget | |
| MID-CORRIDOR SUBAREA ACTIONS | | | | | | |
| 6.23 | Mid-corridor | Encourage residential uses at 20- 40 units/ acre. | Immediate | Planning Dept | Developer financing | |
| 6.24 | Mid-corridor | Ground-floor retail uses should be optional. | Immediate | Planning Dept | Developer financing | |
| BURBANK SUBAREA ACTIONS | | | | | | |
| 6.25 | Burbank | Encourage residential uses at 20 to 40 units per acre. | Immediate | Planning Dept | Developer financing | |
| 6.26 | Burbank | Ground-floor retail uses should be optional unless building has existing retail on either side. | Immediate | Planning Dept | Developer financing | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|---------------|--|------------------|---------------------------------|--|----------|
| 7. Actions to Create Neighborhood and People Places | | | | | | |
| CORRIDOR-WIDE ACTIONS | | | | | | |
| 7.1 | Corridor-wide | Encourage developers to consult early with Planning Department staff regarding site planning and building design | | | | |
| 7.2 | Corridor-wide | Require that new buildings be pedestrian-friendly and street-oriented, with little or minimal setbacks, and have prominent entries and windows at the street rather than blank front facades, and place parking at the rear of parcels | Immediate | Planning Dept WSCNBA SJRA | City Budget SJRA Private Financing | |
| 7.3 | Corridor-wide | Allow and encourage use of façade grants for parking lot landscaping and edge treatments. | Short | | | |
| 7.4 | Corridor-wide | Require that new development step down in scale to be compatible with existing residential neighborhoods. | Immediate | Planning Dept | City Budget | |
| 7.5 | Corridor-wide | Encourage new development along West San Carlos to provide plazas with resting space, shade, and where appropriate, outdoor seating tied to adjacent retail uses. | Long | Planning Dept SJRA | City Budge, SJRA | |
| 7.6 | Corridor-wide | Collect and channel in-lieu open space fees to create neighborhood park spaces throughout the surrounding residential neighborhoods. Focus the creation of new park spaces away from WSC and into the neighborhoods. | Long | PRNS | City Budget | |
| 7.7 | Corridor-wide | Collaborate with VTA to encourage Bus Rapid Transit for future transit service improvements along West San Carlos Street, rather than Light Rail Transit | Long | VTA, SJRA, DOT | VTA, SJRA, City Budget | |
| 7.8 | Corridor-wide | If BRT service is implemented, explore feasibility of widening pavement at bus stops along West San Carlos Street so that buses may stop in the travel lane to pick up and drop off passengers, rather than pulling into the parking lane. | Long | VTA, SJRA, DOT | VTA, SJRA, City Budget | |

| # | Area | Action | Priority/Phasing | Responsible Agency | Recommended Potential Funding Source(s) | Comments |
|--|-----------|--|------------------|-------------------------|---|----------|
| 7. Actions to Create Neighborhood and People Places | | | | | | |
| DEL MONTE SUBAREA ACTIONS | | | | | | |
| 7.9 | Del Monte | Work to create a community park between Auzerais Avenue and Home Street, connecting to the bike route along Auzerais and pedestrian trails along Los Gatos Creek | Long | PRNS Planning Dept SJRA | Burbank/Del Monte NAC City Budget SJRA | |
| 7.10 | Del Monte | Work with VTA to construct a LRT station near Sunol Street or West San Carlos Street in the first phase of the Vasona LRT construction | Medium | VTA SJRA | VTA | |
| MID-CORRIDOR SUBAREA ACTIONS | | | | | | |
| | | No actions specific to this area | | | | |
| BURBANK SUBAREA ACTIONS | | | | | | |
| | | No actions specific to this area | | | | |

CHAPTER 9. APPENDICES

**Aerial Photos showing proposed curb cut closures
along West San Carlos & Bascom Avenue**

Traffic Analysis of Bascom Avenue Lane Reduction

**San Jose's Traffic Calming Program with Map of
Devices**

Pedestrian Treatments from City of Sacramento

**Alternate Development Concept for Mid-Sized
Opportunity Site**

**West San Carlos Neighborhood Business Association
Responsibilities**



Fehr and Peers
FEBRUARY 2003

West San Carlos - Pedestrian Improvements

● Potential Curb Cut to be Removed
1025-520



West San Carlos - Pedestrian Improvements



West San Carlos - Pedestrian Improvements

● Potential Curb Cut to be Removed

1025-520



● Potential Curb Cut to be Removed
1025-520

West San Carlos - Pedestrian Improvements

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FEBRUARY 2003



● Potential Curb Cut to be Removed

1025-520

West San Carlos - Pedestrian Improvements

Fehr and Peers
FEBRUARY 2003



● Potential Curb Cut to be Removed

1025-520

West San Carlos - Pedestrian Improvements

Fehr and Peers
FEBRUARY 2003



● Potential Curb Cut to be Removed

1025-520

West San Carlos - Pedestrian Improvements

Fehr and Peers
FEBRUARY 2003



● Potential Curb Cut to be Removed

1025-520

West San Carlos - Pedestrian Improvements

Fehr and Peers
FEBRUARY 2003



West San Carlos - Pedestrian Improvements

● Potential Curb Cut to be Removed
1025-520

BASCOM AVENUE WITH FOUR LANES TRAFFIC ANALYSIS

A traffic operations analysis was conducted for Bascom Avenue with the potential reduction in travel lanes (from six lanes to four lanes) between I-280 and West San Carlos Street. The traffic operations analysis was conducted with level of service calculations for the intersections of Bascom Avenue and West San Carlos Street, Bascom Avenue and Scott Street, and Bascom Avenue and Parkmoor Avenue. Intersection operations were evaluated during the AM and PM peak hours with existing volumes and with traffic added by approved developments (from the City of San Jose's Approved Trip Inventory) with both the six-lane and four-lane options. The results are presented in Table 1.

| Table 1 Intersection Levels of Service | | | | | | | | | | |
|--|-----------|------------|-----------|-----|--------------|-----|------------|-----|--------------|-----|
| Intersection | Peak Hour | Count Date | Six Lanes | | | | Four Lanes | | | |
| | | | Existing | | Ex. + Appvd. | | Existing | | Ex. + Appvd. | |
| | | | Delay | LOS | Delay | LOS | Delay | LOS | Delay | LOS |
| Bascom/W. San Carlos | AM | 11/01 | 31.4 | D | 32.2 | D | 28.6 | D | 29.4 | D |
| | PM | 11/01 | 31.1 | D | 31.6 | D | 31.8 | D | 32.4 | D |
| Bascom/Scott | AM | 2/00 | 9.3 | B | 9.3 | B | 12.0 | B | 12.0 | B |
| | PM | 10/00 | 7.3 | B | 7.3 | B | 7.6 | B | 7.6 | B |
| Bascom/Parkmoor | AM | 9/00 | 20.9 | C | 20.9 | C | 20.5 | C | 20.5 | C |
| | PM | 9/00 | 20.3 | C | 20.3 | C | 31.3 | D | 31.3 | D |
| Delay = average stopped delay per vehicle in seconds LOS = level of service | | | | | | | | | | |

All intersections are projected to operate at the same level of service with the reduction in travel lanes from six to four with the exception of Bascom Avenue and Parkmoor Avenue during the PM peak hour. The reduction in travel lanes is projected to degrade its operation from LOS C to LOS D. In the City of San Jose, LOS D is considered an acceptable operating level during peak-hour conditions.

Fehr & Peers conducted some additional analyses of Bascom Avenue with four travel lanes. These analyses included evaluating intersection operations with added traffic. The results indicate that the intersections Bascom Avenue/West San Carlos Street and Bascom Avenue/Scott Street will operate at LOS D and LOS B, respectively, with 400 additional northbound and southbound vehicles during the AM and PM peak hours. The intersection Bascom Avenue and Parkmoor Avenue is projected to operate at LOS C during the AM peak hour and LOS F during the PM peak hour with the added traffic. Maintaining the third southbound through lane results in LOS C operations during the PM peak hour.

Based on these results, reducing the number of through lanes on Bascom Avenue will provide acceptable operations for the intersections of Bascom Avenue/West San Carlos Street and Bascom Avenue/Scott Street. However, a third southbound through lane should be maintained to provide acceptable operations at the intersection of Bascom Avenue and Parkmoor Avenue.

TRAFFIC CALMING

The City of San Jose has a traffic calming program to manage traffic in the City's neighborhoods. Excerpts from *Traffic Calming Toolkit* describing the program are presented below:

"Speed, high traffic volumes and discourteous behavior of motorists are adversely impacting a growing number of San Jose residents. These conditions are also having a negative effect on pedestrians and bicyclists, particularly near schools. The City has responded to these conditions with the installation of traffic control devices, roadway features, and pedestrian improvements and through the deployment of resources to enforce traffic and parking regulations. The application of education programs has also been instituted. These efforts are referred to as traffic calming. The City of San Jose's definition as described in its Annual Transportation Report (2000) is "Traffic Calming is the management of traffic so that its negative impacts on residents, pedestrians and schools are minimized."

"The City Council's policy on traffic calming describes the general processes and responsibilities related to traffic calming so that interested parties can effectively access this City service."

"The elements that are part of traffic calming are categorized into three levels:"

BASIC ELEMENTS

"Basic traffic calming elements are those traffic control devices and programs implemented on a day-to-day basis to regulate, warn, guide, inform, enforce and educate motorists, bicyclists and pedestrians. They include standard striping and signing elements as found in the State of California Traffic Manual, minor roadway design elements to improve visibility and safety, enforcement by police and photo-radar (NASCOP), and safety education programs. Basic elements are used primarily in those areas where traffic impacts have been found not to be excessive or serious, but where control traffic and/or education has been determined to be appropriate."

Common basic elements include:

- Safety Education Programs
- High Visibility Crosswalks
- Minor Bulb-Outs
- Striping Changes
- Warning Signs
- Curb Markings
- Police Enforcement
- Traffic Signal Timing
- Stop Signs
- Gateway Signs
- Truck Restrictions
- High Visibility Signs
- Signed Turn Restrictions
- Radar Trailer/ Radar Signs
- Lighting Improvements
- NASCOP



LEVEL I ELEMENTS (SPEED AND SAFETY CONTROLS)

“Level I Elements are traffic control devices and roadway design features primarily designed to slow traffic within residential areas. They are employed when the use of Basic Elements cannot effectively address speeding issues and it has been found that speeds and/or accidents have been found to be 10% higher than city wide average for similar streets. Level I Elements are used in conjunction with Basic Elements.”

Common Level I Elements include:

- Traffic Circles
- Road Bumps
- Medians
- Chokers
- Chicanes
- Raised Crosswalks
- Major Bulbouts

LEVEL II ELEMENTS (VOLUME CONTROLS)

“Level II Elements are traffic control devices and roadway design features primarily designed to discourage cut-through traffic from using residential streets. They are used when it has been found that traffic volumes are at least 10% higher than the citywide average for similar streets. Level II devices can be used by themselves or in conjunction with Basic and Level I Elements.”

Common Level II Elements include:

- Full Street Closure
- Partial Street Closure
- Diverter
- Extended Medians

The City of San Jose has installed traffic calming devices on city streets near the study area. The locations of the existing devices and planned locations of future devices are shown on Figure ____.

Examples of traffic calming devices that would deter neighborhood traffic intrusion are illustrated below:



Choker with Road Bumps



Median Islands with Minor Bulbouts



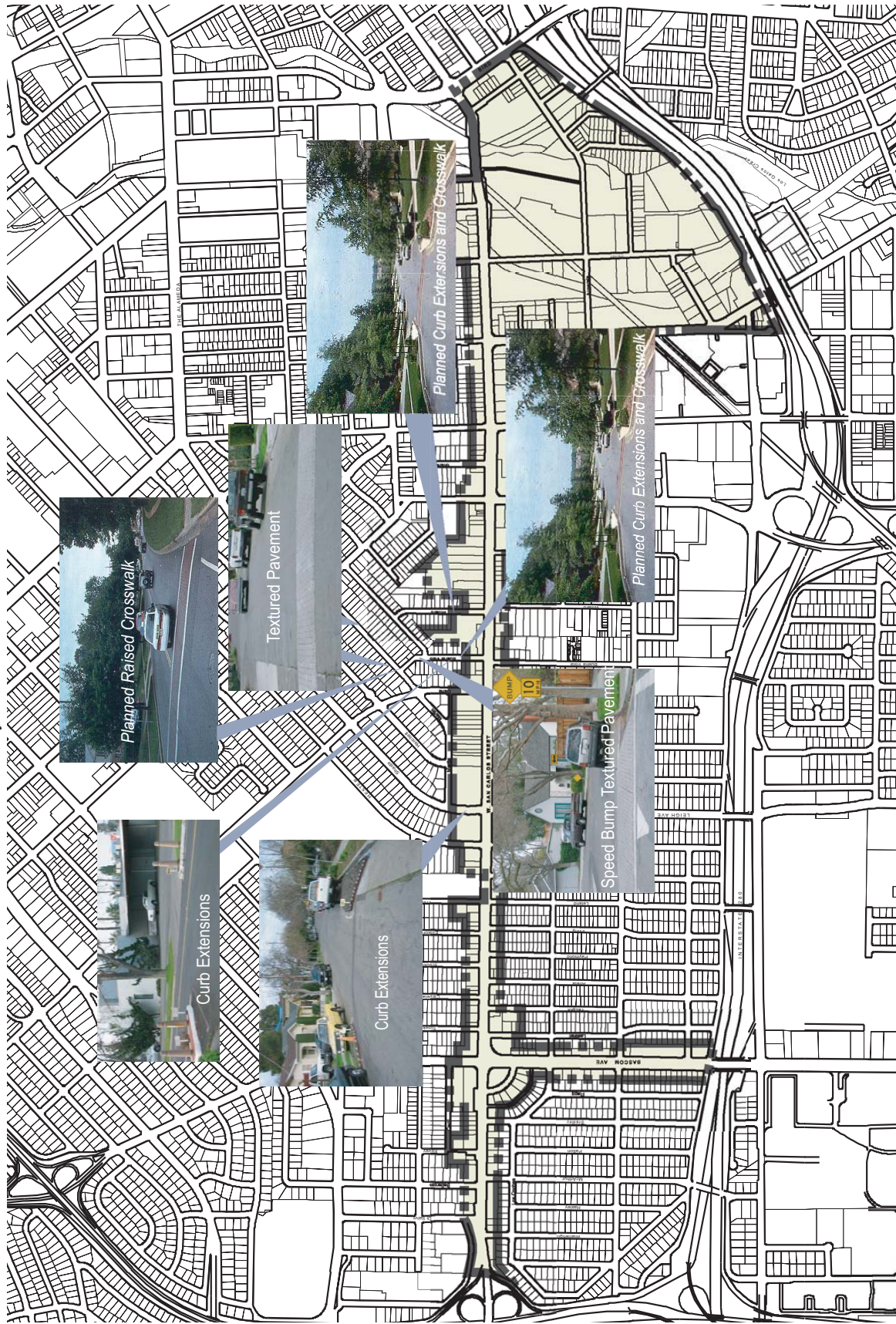
Speed Table



Partial Closure



Raised Crosswalk



PEDESTRIAN TREATMENTS

Special treatments are considered for areas with heightened safety concerns. The City of Sacramento has identified appropriate treatments based on roadway width, presence of a raised median, average daily traffic volume, and posted speed limit. The following charts, from *Pedestrian Safety Guidelines*, City of Sacramento Department of Public Works, summarize the appropriate types of crossing treatments on different streets. The treatments are presented in order of intensity.

Level One treatments include:

- Pedestrian refuge islands
- Split pedestrian crossovers
- Curb extensions

Level Two treatments include:

- Overhead signs and flashing beacons
- Raised crosswalks
- In-pavement flashers

Level Three treatments include

- Pedestrian-actuated signals
- Pedestrian bridges

TWO – LANE STREETS

| NUMBER OF CARS (average daily traffic) | POSTED SPEED | |
|---|---------------------------|---|
| | 30 miles per hour or less | 35 miles per hour |
| Up to 15,000 cars per day | High-visibility crosswalk | High-visibility crosswalk |
| 15,000 cars or more per day | | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices |
| | | Pedestrian signal or bridge |

THREE – LANE STREETS

| NUMBER OF CARS (average daily traffic) | POSTED SPEED | |
|---|---|---|
| | 30 miles per hour or less | 35 miles per hour |
| 9,000 cars or fewer per day | High-visibility crosswalk | High-visibility crosswalk |
| 9,000-12,000 cars per day | | High-visibility plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices |
| 12,000-15,000 cars per day | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices | Pedestrian signal or bridge |
| 15,000 cars or more per day | | |

FOUR OR MORE LANES WITH A RAISED MEDIAN

| NUMBER OF CARS (average daily traffic) | POSTED SPEED | |
|---|---|---|
| | 30 miles per hour or less | 35 miles per hour |
| 9,000 cars or fewer per day | High-visibility crosswalk | High-visibility crosswalk |
| 9,000-12,000 cars per day | | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices |
| 12,000-15,000 cars per day | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices |
| 15,000 cars or more per day | Pedestrian signal or bridge | Pedestrian signal or bridge |

FOUR OR MORE LANES WITHOUT A RAISED MEDIAN

| NUMBER OF CARS (average daily traffic) | POSTED SPEED | |
|---|---|---|
| | 30 miles per hour or less | 35 miles per hour |
| 9,000 cars or fewer per day | High-visibility crosswalk | High-visibility crosswalk plus a pedestrian refuge or other Level 1 device |
| 9,000-12,000 cars per day | High-visibility crosswalk plus a pedestrian refuge or other Level 1 device | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices |
| 12,000-15,000 cars per day | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices | High-visibility crosswalk plus a pedestrian refuge, overhead flashing beacons, or other Level 1 and 2 devices |
| 15,000 cars or more per day | Pedestrian signal or bridge | Pedestrian signal or bridge |

ALTERNATE CONCEPTUAL DEVELOPMENT SCENARIO FOR MEDIUM-SIZED OPPORTUNITY SITE

BUILDING DESIGN: HIGHER INTENSITIES PLUS ON-SITE PUBLIC OPEN SPACE

The drawing below is an alternative to the development concept shown in Chapter 6 for a medium-sized opportunity site. The drawing shows a higher-intensity option with public open space, on a hypothetical parcel of 2.4 acres. There are a total of 102 apartment units and 7,800 square feet of retail. This works out to a net density of 42 units per acre. The drawing shows five-story apartment buildings with ground-floor retail along West San Carlos, creating a significant presence and helping frame the street. The interior of the block has two four-story apartment buildings. The rear of the site, which is adjacent to existing single-family homes, has a two-story apartment building.

Parking. Most of the parking for these buildings is provided below-grade. The 102 units would require 160 parking spaces at 1.57 spaces per unit (reflecting a ten percent reduction in the standard parking ratio for transit-oriented multi-family development). There are 121 parking spaces available below grade; the balance (39 spaces) of the residential parking can be provided in the off-street parking lots at the side of the parcel. The retail space requires 31 spaces (at 4 spaces per 1,000 square feet). Sixteen (16) of these spaces can be provided in these same off-street parking lots. The remainder of the retail parking (15 spaces) could be provided through on-street parking spaces in front of the retail space, if the City allows such parking to count towards requirements. Without parking ratio reductions for transit-oriented development or allowance of using on-street parking, the off-street parking would have to be shared among the housing and the retail use to provide sufficient supply to meet regulations.



Open Space. Private open space is provided for each unit and for the development as a whole. In addition, part of the City's Parkland Dedication Ordinance requirement for public open space is met on-site through land dedication. This project has 102 units; assuming 2.29 people per apartment unit (based on City's information and the 1990 census), the General Plan requirement of 3.5 acres of neighborhood-serving land per 1,000 residents would create a need for 0.82 acres of open space. The park shown in the drawing provides 0.6 acres of open space, in a configuration that is about 160 feet x 160 feet. This is large enough to provide a tot lot and a quiet green space. A central walkway leads through the site from West San Carlos to the park. The development would also have to pay a small amount of in-lieu park fees to make up for the difference between the required amount of park space and that provided.

Summary. The theory behind this concept is that higher intensities and heights (up to five stories along West San Carlos) of residential buildings may make it economically feasible to provide a neighborhood park on-site, along an existing quiet residential side street. However, this approach would fit physically on the site only if about half of the retail parking were allowed to be provided on-street. In other words, as long as all or a portion of the retail parking requirement is allowed to be provided on-street rather than in an off-street parking lot, it is possible to reserve a significant portion of the parcel to create a greater public benefit in the form of a neighborhood park.

Furthermore, this concept is likely not economically feasible unless the City offers a subsidy or provides full or partial funding for the on-site public park. This is because with the fairly high land values along the Corridor, it makes more economic sense to pay in-lieu park fees rather than dedicate developable land to public open space.

Burbank/Del Monte Strategic Action Plan
Listed WSCNBA Responsibilities

Exhibit A

Goal Develop Parks & Open Space

| <u>#</u> | <u>Strategy/Action</u> | <u>Lead</u> | <u>Partner</u> |
|-----------------|---|--------------------|-----------------------|
| 3,4 | Design pocket parks along Scott and Auzerais | | x |
| 8 | Work with developers to include parks and plazas along WSC | x | |
| 9 | Inventory underutilized or unfavorable commercial opportunity sites | | x |
| 12 | Develop a plaza for farmer's market and community events | | x |

Goal Develop Neighborhood Community Facilities

| <u>#</u> | <u>Strategy/Action</u> | <u>Lead</u> | <u>Partner</u> |
|-----------------|---|--------------------|-----------------------|
| 22c | Preserve the historic Burbank Theater marquis | | x |

Goal Improve Circulation/Transportation/Parking

| <u>#</u> | <u>Strategy/Action</u> | <u>Lead</u> | <u>Partner</u> |
|-----------------|---|--------------------|-----------------------|
| 61a,b,d | Study feasibility of a historic trolley/bus along WSC | | x |
| 71 | Acquire lots for parking | | x |
| 72 | Develop a commercial parking implementation strategy | | x |
| 74 | Consider creating a parking district | | x |

Goal Strengthen Economic Development

| <u>#</u> | <u>Strategy/Action</u> | <u>Lead</u> | <u>Partner</u> |
|-----------------|--|--------------------|-----------------------|
| 84a | Develop a comprehensive economic strategy for the area | x | |
| 84b | Initiate annexation of commercial properties along WSC | | x |
| 84c | Coordinate with/support County's streetscape plan for Bascom | | x |
| 84d | Participate in/support VTA light rail studies for WSC | | x |

Burbank/Del Monte Strategic Action Plan
Listed WSCNBA Responsibilities

Exhibit A

Goal Strengthen Economic Development cont'd

| <u>#</u> | <u>Strategy/Action</u> | <u>Lead</u> | <u>Partner</u> |
|-----------------|--|--------------------|-----------------------|
| 85a-h | Initiate annexation and other methods to regulate adult businesses | | x |
| 85i-k | Strengthen enforcement and regulation of alcohol and cigarette sales to minors | | x |
| 86 | Encourage business redevelopment and beautification | | x |
| 88 | Encourage redevelopment and revitalization of Excellent Tires site | | x |

Goal Revitalize Housing

| <u>#</u> | <u>Strategy/Action</u> | <u>Lead</u> | <u>Partner</u> |
|-----------------|--|--------------------|-----------------------|
| 103 | Develop new transit-oriented housing/mixed use development | | x |

Goal Beautify the Neighborhood

| <u>#</u> | <u>Strategy/Action</u> | <u>Lead</u> | <u>Partner</u> |
|-----------------|---|--------------------|-----------------------|
| 116 a,b | Plant additional street trees and landscaping along major thoroughfares | | x |
| 122c | Hold community meetings to discuss and plan for street lighting near City College | | x |
| 123 | Identify potential sites for public art | | x |
| 124 | Form an arts action team | | x |
| 125 | Involve community in art selection | | x |
| 126 | Locate a place for mural depicting history of Burbank/Del Monte | | x |
| 127 | Develop strategy for eliminating billboards and improving private business signs | | x |

Other Responsibilities Mentioned in the Plan

Help match potential new uses with property owners and commercial realtors to fill vacant spaces

Sponsor seminars on smart business business practices, advertising, and storefront display techniques to help retain existing, attractive businesses in the area

Work with the RDA to identify key sites for future intensification

Work with the RDA to implement the façade improvement program

